DOCUMENT RESUME

ED 237 730 CE 037 739

AUTHOR	Bhola, H. S.; And Others
TITLE	The Promise of Literacy. Campaigns, Programs and Projects. Report of the International Seminar on Campaigning for Literacy (Udaipur, India, January 4-11, 1982).
INSTITUTION	German Foundation for International Development, Bonn (West Germany).; International Council for Adult Education, Toronto (Ontario).
REPORT NO	ISBN-3-7890-0882-6
PUB DATE	83
NOTE	285p.
PUB TYPE	Collected Works - Conference Proceedings (021) -- Reports - Descriptive (141)
EDRS PRICE	MF01/PC12 Plus Postage.
DESCRIPTORS	Adult Education; *Adult Literacy; Demonstration Programs; *Developing Nations; Foreign Countries; *Illiteracy; *Literacy Education; *National Programs; Program Descriptions; *Program Development; Program Implementation; Seminars
IDENTIFIERS	Bangladesh; Botswana; Burma; Cuba; Ethiopia; India; Iraq; Kenya; Nicaragua; Nigeria; Sierra Leone; Somalia; Sudan; Tanzania; Thailand; Vietnam; Zambia

ABSTRACT

This report on the International Seminar on Campaigning for Literacy at Udaipur, India is divided into three main parts. Part 1 describes the context and background of the seminar, its specific objectives, and the organization and procedures of the seminar. Part 2 provides an overview of the seminar proceedings. The inaugural statements are summarized to provide a framework to the deliberations. Reports follow that were presented by two sets of countries--those who had experience in conducting reputedly successful mass literacy campaigns (Somalia, Tanzania, Burma, Vietnam, Cuba) and those who had recently decided to conduct a mass literacy campaign or were planning to do so (Botswana, Ethiopia, Iraq, Kenya, Nigeria, Sierra Leone, Sudan, Zambia, Bangladesh, India, Thailand, Nicaragua). A section entitled "Conversations" reports on the concerns expressed, questions raised, and issues discussed by the participants. The section "Convergences" includes memoranda formally accepted and declarations made by the seminar participants generally. Part 3 discusses possibilities of transfer of experiences across the various countries, plans of individual nations, and possibilities of international cooperation. Appendixes provide information on the agencies that supported the seminar and on its participants and program. A short bibliography on literacy planning and implementation of literacy programs is included. (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

Schriftenreihe der Deutschen Stiftung für Internationale Entwicklung

DSE

Documentation and Training

B. S. Bhola in collaboration with Josef Muller and Piet Dijkstra

The Promise of Literacy

Campaigns, Programs and Projects

ED237730

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

J. Müller

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Nomos Verlagsgesellschaft
Baden-Baden

Schriftenreihe der Deutschen Stiftung
für internationale Entwicklung
Dok. Nr. 1122 A/a
SE 21-09-82

H. S. Bhola
in collaboration with
Josef Müller and Piet Dijkstra

The Promise of Literacy

Campaigns, Programs and Projects

Report of the International Seminar on Campaigning for Literacy, Udaipur, India, January 4–11, 1982

International Council for Adult Education (ICAE)
Seva Mandir, Udaipur, India, 1982
German Foundation for International Development (DSE)

Nomos Verlagsgesellschaft
Baden-Baden

CIP-Kurztitelaufnahme der Deutschen Bibliothek

Bhola, H. S.:
The promise of literacy: campaigns, programs and projects; report of the Internat. Seminar on Campaigning for Literacy, Udaipur, India, January 4–11, 1982 / H. S. Bhola in collab. with Josef Müller and Piet Dijkstra. German Foundation for Internat. Development; Internat. Council for Adult Education (ICAE), Seva Mandir, Udaipur, India. – 1. Aufl. – Baden-Baden: Nomos Verlagsgesellschaft, 1983.
(Schriftenreihe der Deutschen Stiftung für Internationale Entwicklung)
ISBN 3-7890-0882-6
NE: International Seminar on Campaigning for Literacy ⟨1982, Udaipur, Jaipur⟩

1. Auflage 1983
© Nomos Verlagsgesellschaft, Baden-Baden 1983. Printed in Germany. Alle Rechte, auch die des Nachdrucks von Auszügen, der photomechanischen Wiedergabe und der Übersetzung vorbehalten.

Preface

This is a report on the International Seminar on Campaigning for Literacy held at Udaipur, India during January 4–11, 1982. The Report is somewhat late, but it is by no means untimely. It is our hope that the loss of immediacy will be more than compensated by gains in deliberateness.

The International Seminar on Campaigning for Literacy was undoubtedly an international educational event of some significance in the long history of literacy promotion world-wide. It is important that a formal record of the Seminar be made and kept. This Report, however, seeks to be more than a mere record. It seeks to set up yet another encounter between policy makers, development planners and literacy professionals, on the one hand, and the 824 million illiterates of the world condemned to an existence of marginality, on the other. It seeks a renewal of commitments from literacy workers and concerned citizens all over the world, for the removal of the indignity of illiteracy from the globe.

The Report is divided into three main parts. Part I describes the context and background of the Udaipur Seminar, its specific objectives, and the organization and procedures of the Seminar.

Part II describes the proceedings of the Seminar. The inaugural statements made at the Seminar are summarized by way of providing a framework tho the deliberations. Various papers submitted to the Seminar and documents used at the Seminar are reproduced, summarized or referred to, as appropriate. Most importantly, under the section titled, »Conversations«, the concerns expressed, questions raised and issues discussed at the Seminar have been recollected to share with the readers of this Report, the excitement of the issues raised and satisfaction of their resolutions. Again, in Part II, under the section, »Convergences«, memoranda formally accepted and Declarations made by the Seminar as a whole have been included.

In Part III of the Report, possibilities of transfer of experiences across the various countries, plans of individual nations, and possibilities of international cooperation have been included as representing the sentiments of the Seminar.

Finally, information on the agencies that supported the seminar, on Seminar participants and on Seminar program has been included in the Appendixes. A short bibliography on literacy planning, and on implementation of literacy programs has been included to assist policy makers, planners and literacy workers interested in using literacy for development.

The Report as presented below is self-contained and, we hope, has an integrity of its own as a contribution to the literature on literacy. It will be useful for the readers, however, if this Report is read with the Unesco/ICAE study, *Campaigning for Literacy,* by H.S. Bhola (Published first by the German Foundation for International Development under SE 21-09-82 and later as Unesco *Surveys and Studies,* ED-82/WS/67, May 1982) from which the Seminar took its name and which served as the basic discussion paper at the Udaipur Seminar.

H. S. Bhola
Josef Müller
Piet Dijkstra

Table of contents

		Page
Preface		5
Executive Summary		9
I. *Preliminaries*		
1.	Context, Background and Objectives of the Seminar	13
2.	Planning, Organization and Procedures of the Seminar	19
II. *Proceedings*		
3.	Setting the Stage	29
4.	Country Reports	51
4.1.	Case Study Countries	52
4.1.1.	Somalia	53
4.1.2.	Tanzania	58
4.1.3.	Burma	71
4.1.4.	Vietnam	72
4.1.5.	Cuba	78
4.2.	New Campaign Countries	79
4.2.1.	Botswana	80
4.2.2	Ethiopia	88
4.2.3	Iraq	103
4.2.4.	Kenya	117
4.2.5.	Nigeria	134

4.2.6. Sierra Leone 144
4.2.7. Sudan 150
4.2.8. Zambia 159
4.2.9. Bangladesh 167
4.2.10. India 173
4.2.11. Thailand 185
4.2.12. Nicaragua 194

5. Conversations: Questions Raised and Issues Discussed 201

6. Convergences: Memorandum Adopted, Declaration Made 219

III. *Postscripts*

7. Transfer of Experience, Plans and Prospects 250

IV. *Appendixes*

A. Participating Organizations: DSE, ICAE, Seva Mandir 261
B. The Program 270
C. The Participants 273
D. Medals and Citations 279
E. Bibliography 280

About the Editors of the Report 283

Executive Summary

The International Seminar on Campaigning for Literacy was held in Udaipur, India during January 4–11, 1982. It was attended by sixty-one participants: professional literacy workers, planners and policy makers from seventeen countries of Asia, Africa and Latin America; delegates from UNESCO, IIEP, UIE, UNICEF; and representatives of some of the development assistance agencies of the Federal Republic of Germany.

The Udaipur Seminar was conceived in the background of a general concern about high levels of illiteracy in the poverty areas of the world and as an affirmation to the international commitment to the eradication of illiteracy, spearheaded by Unesco over the last few decades.

An understanding seems to be emerging that to fulfill the development needs of the Third World, farmers, workers and housewives must be educated. This education will have to take place out of school, that is, it will have to be nonformal and informal. Mass media can and are playing an important role in providing information and skills for development to the illiterate, but they can not carry the whole educational burden. Literacy will have to be taught if adult men and women, farmers and workers, have to become independent consumers of information; and, more importantly, if they have to participate in the process of codifications of their own realities and definitions of their means and ends. The role of literacy is thus central to the plans for both welfare and liberation.

In most parts of the Third World, barring a few happy exceptions, literacy work has been in the form of experimental projects and cautious pilot programs. Strategies used have been seldom bold or commensurate with the size of the problem. To explore the promise of the mass compaign for the eradication of illiteracy, Unesco in 1979 commissioned a study based on an analysis of eight mass literacy campaigns of the 20th century. This study became available in April 1981.

The Udaipur Seminar provided a forum for a discussion of the above-mentioned Unesco/ICAE study, *Campaigning for Literacy,* from which the Seminar took its name. It brought together countries which had had experience of running reputedly successful literacy campaigns and others that were in the process of, or on the verge of conducting mass literacy campaigns. The Seminar brought together not only literacy specialists but also high level administrators and policy makers who make important decisions about development

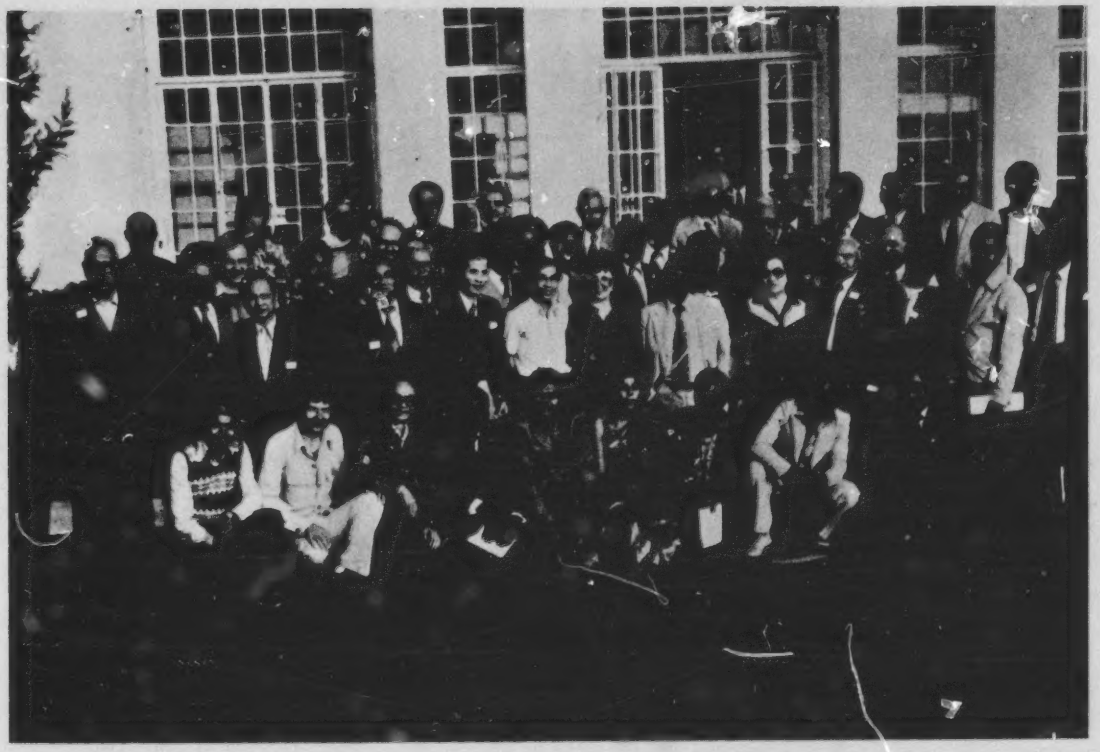
strategies and allocations of resources in pursuance of different approaches.

In the course of seven days of intense discussions, participants to the Udaipur Seminar accepted the centrality of literacy in the overall processes of development. The Seminar accepted the view that universalization of primary education for all school-age children, and adult literacy outside the school, will both have to be vehemently pursued for the total eradication of illiteracy from developing societies.

The Udaipur Seminar saw in the mass campaign a strategy of promise and a level of response that was commensurate with the needs that exist. Conducting a successful mass literacy campaign was seen as more than a matter of money, materials, infrastructures and trained manpower, though all of these were enabling factors and helped a great deal. The necessary, and indeed a sufficient condition, however, was the existence of the national will to mobilize national imagination and national resources. The mobilization of national resources for literacy promotion did not mean diverting resources from other development sectors. If anything, literacy campaigns generated more resources all around, for all sectors, and enhanced, extended and improved social and economic returns from all the various programs of development extension.

It was also stated that the mobilization of national moral and material resources was not the special preserve of the socialist State, and something that was beyond the capacity of liberal democracies. All peoples, at different points in their history, have drawn upon moral reserves and have made great and noble sacrifices. Universal literacy should not, therefore, be waiting for ever for its rendezvous with history.

I. PRELIMINARIES



Participants in the Seminar

1. Context, background and objectives of the seminar

The prevailing conditions of harsh poverty in most areas of the developing world, and the human obligation to provide at least for the basic minimum needs of the world's poorest of the poor, furnished the larger context for the International Seminar on Campaigning for Literacy held at Udaipur, India, during January 4-11, 1982. The Seminar was born out of the union of despair and hope: a feeling of desperation at the size and the complexity of the development problems faced by the Third World, and a reasonable confidence that the eradication of illiteracy from among their midst was part of the overall solution.

Needs of the developing world are many and most are urgent. But resources available to most developing countries are scarce. Infrastructures of communication and transportation are primitive. Trained manpower is lacking. Institutional experience is meagre and organizational capacity is low. Only the aspirations of the burgeoning populations are high. And there is enough fortitude!

For Third World development, it seems that everything needs to be done, and done quickly. Unfortunately, no instant solutions are possible. Even the shipment of food to allay hunger in another part of the world takes time. The transfer of wealth from the rich nations to the poor will help only if the existing institutional apparatus in the developing countries can use the transferred wealth to generate local wealth. Transfer of technology from the advanced to the less advanced, again, assumes an appropriate institutional base within the recipient country. This means a large-scale time consuming effort of institution building.

Finally, and most importantly, to build, administer and sustain new institutions of production, distribution, education, communication, governance and justice, there must be a massive development of human resources. This human resource development by no means covers only the training of higher-level manpower such as engineers, doctors, accountants, administrators, judges, and teachers, but also includes the development of workers, farmers and housewives. In the context of the Third World development, human resource development has a great deal to do with the education of farmers and farmers' wives in the ruval areas, and of workers and their families in the newly emerging urban areas. These are the adults who when young never went to school or dropped out too early, with little useful learning having been acquired. It is their education that will translate into improved productivity and participation and thereby into national development.

The potential role of education in development is now well understood. However, questions remain: What should be the relative allocation of resources between formal education and nonformal education? Is is possible to provide nonformal education through the use of nonprint media such as radio (and in some places television) without first having to teach adult men and women how to read? Or is literacy the essential skill that adult men and women must acquire to have the chance to become independent consumers of information and genuine participants in the development process? And finally, if adult literacy is essential how should it be delivered? Should it be taught through the mass campaign, for instance?

Unesco's work in literacy as background

Unesco has been interested in promotion of adult literacy both as a human right and as an instrument of liberation and development. Ever since its inception in 1946, Unesco has been exorting member States to undertake programs for literacy promotion; has collaborated in building institutions for training and delivery of fundamental education and adult literacy; and has contributed to a knowledge base by commissioning various studies and surveys that will help literacy workers in planning and implementing literacy programs.

During 1967–73, Unesco undertook a large-scale Experimental World Literacy Program (EWLP) that encompassed eleven experimental projects in Algeria, Ecuador, Ethiopia, Guinea, India, Iran, Madagascar, Mali, Sudan, Syrian Arab Republic and United Republic of Tanzania. This program was meant to demonstrate the potential of literacy in socio-economic development and it contributed the important concept of »functional« literacy or »work-oriented« literacy. In its narrowest form, the concept of functional or work-oriented literacy was seen as a means of up-grading the abilities of unskilled and semi-skilled labor through a combination of literacy instruction and vocational training. In other instances, »functionality« was more broadly defined to include, for example, instruction in health, family planning and other aspects of social, cultural and political development.

A critical review[1] of the EWLP has since become available which suggests that the EWPL possessed numerous positive and innovative aspects, e.g.: it developed effective instructional materials; developed and tested instructional methodologies; encouraged research into the problems which literacy and

1 Unesco/UNDP. *The Experimental World Literacy Program: A Critical Assessment.* Paris: Unesco, 1976.

basic education programs encountered; trained a substantial number of national and international specialists; and served to draw renewed attention to the magnitude of the problem of illiteracy in the world. However, the intensive training of selected population groups, which was inherent in the strategy of work-oriented literacy, did not prove to be an effective or economic means for coping with the problem of mass illiteracy. Moreover, in cost-benefit terms, few of the projects justified themselves as short-term economic investments, as had been hoped.

A sense of crisis remained. The numbers of illiterates were already overwhelming and growing. In 1950, the absolute number of illiterates, 15 years of age and over, was estimated at 700 million; in 1960, the number was 735 million; in 1970, 742 million; in 1980, 814 million; and for 1990, the figure will be 884 million (some 539 million of them women) unless something drastic is done to stem the tide.

It was clear that the selective-intensive approach of the EWLP by itself will not do. A strategy was needed that would be commensurate with the size of the problem. The mass literacy campaign seemed like a strategy of promise. Fortunately, some experience with literacy campaigns was already available. While some mass campaigns of literacy promotion had petered out after initial enthusiasm, with no more impact than to have taught some people to sign their names, others had been great successes and claimed to have transformed the whole political economy and social fabric of the nations that undertook those campaigns.

In October 1979, Unesco through the International Council of Adult Education, Toronto, Canada, commissioned a study that would undertake a critical analysis of six to eight reputedly successful mass literacy campaigns of the 20th century. The study written by Professor H.S. Bhola[2] analyzed eight literacy campaigns, those of USSR (1919), Vietnam (1945), China (1950), Cuba (1961), Burma (1960s), Brazil (1967), Tanzania (1971) and Somalia (1973); and in a memoradum addressed to decision-makers summarized and analyzed the lessons of these experiences which may be applicable, with suitable adapation, to the circumstances of nations currently engaged in efforts to overcome illiteracy. The objective was to start a discussion among member States of Unesco on

2 H.S. Bhola, *Campaigning for Literacy* (A Critical Analysis of Some Selected Literacy Campaigns of the 20th Century, with a Memorandum to Decision-Makers) was first produced, in a limited edition, by the German Foundation for International Development (DSE), Bonn, in June 1981, as documentation for use in the International Seminar on Campaigning for Literacy, Udaipur, India (January 4 - 11, 1982). It has since been issued by the Literacy, Adult Education and Rural Development Department of Unesco in its *Surveys and Studies* series (ED-82/WS/67), May 1982. Regular publication in Arabic, English, French and Spanish is scheduled for 1983.

the possibilities and promise of the literacy campaign as a strategy for the eradication of illiteracy.

DSE's work in literacy as background

The German Foundation for International Development (Deutsche Stiftung für internationale Entwicklung/DSE) has been engaged in the area of adult basic education since the early 1970s. As early as August 1973, DSE in cooperation with the German Adult Education Association (DVV) and Unesco International Institute of Adult Literacy Methods (IIALM) had organized an International Symposium on Functional Literacy in the Context of Adult Education. This was followed, among other events, by the International Expert Panel on Adult Education and Development with Special Reference to the Arab States, November 29 - December 9, 1975; the International Seminar on Curriculum Development for Basic Education Programs during June 12-21, 1978; the International Seminar on the Use of Indigenous Social Structures and Traditional Media in Non-formal Education and Development (in cooperation with the International Council of Adult Education) during November 5-12, 1980; the Planning Meeting on the Development of Strategies for the Continuing Education of Neo-literates in the Perspective of Lifelong Education (in cooperation with Unesco Institute of Education) during December 1980; and since 1976, a whole series of national seminars in Tanzania, Kenya and Zambia on the subjects of evaluation and curriculum development in literacy; and on the production of reading materials for post-literacy programs. DSE had also collaborated with Unesco's IIALM in the production of a series of training monographs, »Literacy in Development«[3] and has continued with production of training materials for its own workshops.[4]

3 Eight monographs were published during 1976-79, as part of the series »Literacy in Development«, under the general editorship of H.S. Bhola including the following: *The Use of Radio in Adult Literacy Education* by Richard C. Burke; *Programmed Instruction for Literacy Workers* by S. Thiagarajan; *Learning to Read and Reading to Learn: An Approach to a System of Literacy Instruction* by Sohan Singh; *The ABC's of Literacy: Lessons from Linguistics* by Kenneth L. Baucom; *Towards Scientific Literacy* by Frederick J. Thomas and Allan K. Kondo; *Visual Literacy in Communication: Designing for Development* by Anne Zimmer and Fred Zimmer; *Evaluating Functional Literacy* by H.S. Bhola; and *Games and Simulations in Literacy Training* by David R. Evans. The English editions of these monographs have been published by Hulton Educational Publications Ltd., Raans Road, Amersham, Bucks, U.K.; Spanish editions by Oficina de Educacion Iberoamericana, Cuidad Unversitaria, Madrid 3, Spain; and Arabic editions by Arab Literacy and Adult Education Organization (ARLO), 113, Abu Nawwas Street, Baghdad, Iraq.

4 Further training monographs produced by DSE are: *Curriculum Development for Functional Literacy and Nonformal Education Programs* (1979); *Program and Curriculum Development in the Post-Literacy Stages* (1980); *Writing for New Readers: A Book on Follow-up Books* (1981); *Designing and Evaluating Development Training Programs* (1982), all by H.S. Bhola.

The International Seminar on Campaigning for Literacy was, in a sense, a natural culmination of DSE's interest in literacy and its history of collaboration with Unesco and ICAE on various programs of adult basic education. DSE had been interested in the Unesco/ICAE study, *Campaigning for Literacy*, and during December 12-22, 1979, had brought together an international panel of experts to advise the principle investigator of the study on the conception of the study; to approve guidelines for contributors of case materials; and to establish a network for the flow of information and mutual advice.

When the Unesco/ICAE study, *Campaigning for Literacy*, became available, DSE in consultation with the Literacy, Adult Education and Rural Development Division of Unesco came to the view that this analysis of experience with successful mass literacy campaigns, the insights developed, and the technology of planning and implementation of the literacy campaign synthesized in the study deserved discussion, dialog and dissemination. Hence the International Seminar on Campaigning for Literacy in Udaipur, India, during January 4-11, 1982.

Objectives of the Seminar

The objectives of the Udaipur Seminar followed naturally from its context and its initial conception.

One general objective of the Seminar was to promote discussion of the Unesco/ICAE study, *Campaigning for Literacy*, among the professional community of literacy and adult education workers, educational planners and policy makers responsible for designing development policy. The Seminar was to bring together policy makers, planners and literacy workers particularly from those countries that had recently declared mass literacy campaigns or were on the verge of doing so and provide them with a forum for exchange of experiences and for a peer review of their individual plans.

Specifically, the objectives of the Udaipur Seminar were the following:

- to draw lessons from historical experiences for the role of literacy in development
- to analyze the conditions necessary for the success of literacy campaigns in different historical, social, economic and cultural conditions, and
- to generalize the best experiences in favor of future endeavors of countries who have recently embarked upon literacy campaigns or are on the verge of declaring such campaigns.

It was expected that the seminar will improve understanding of the conditions under which literacy campaigns have a high probability of being successful and of the difficulties and limits inherent in the campaign approach as well.

A working group in the Seminar.

2. Planning, organization and procedures of the Seminar

While the DSE took the first initiative for the International Seminar on Campaigning for Literacy, collaboration for planning and, later, implementation was soon established with other agencies, among them: Unesco Division of Adult Literacy, Adult Education and Rural Development, Paris: Unesco International Institute for Educational Planning, Paris; Unesco Institute of Education, Hamburg, West Germany; International Council of Adult Education, Toronto, Canada; and Seva Mandir, a voluntary association active in the field of literacy and development in Udaipur, India.

Front-end planning

To ensure the most effective achievement of the Seminar objectives, thorough front-end planning was put into motion. The Udaipur Seminar had been conceived as early as December 1979 when an International Seminar on Literacy Campaigns in the Context of Development was organized by DSE in West Berlin to assist in the planning of the Unecso/ICAE study, *Campaigning for Literacy*. In addition to the extensive correspondence and frequent telephonic communication among the various individuals and institutions involved, a small preparatory meeting was held on November 12, 1980 which was followed by a much enlarged meeting, during June 16–18, 1981 held in Bonn, Federal Republic of Germany.

A detailed »Project Description« was developed including the context of the proposed seminar; its background and future significance; the general and specific objectives of the Seminar and the long-term results expected from it; the rationale used in the choice of participating countries and list of participants invited to attend; a tentative program of the Seminar; the reasons for the choice of English as the sole language of the Seminar; documentation of the Seminar and contributions expected from the participants; and organizational and financial details of interest to the participants. This »Project Description« served as a basis of communication with governments of the countries invited to send delegations to the Udaipur Seminar, and later with each individual participant.

Finally, in late 1981, the Professional Coordinator of the Udaipur Seminar in DSE, Dr. Josef Müller, paid a personal visit to Delhi for consultations with

officials in the Directorate of Adult Education of the Ministry of Education and Culture of the Government of India to invite their support; and to Udaipur to consult with Dr. Om Shrivastava of Seva Mandir in regard to the finalization of local arangements.

At the other end, extensive preparation was expected to be made by future participants. Teams of participants were expected to be named early enough for them to meet in their home countries before the Seminar: (1) to discuss the Unesco/ICAE study, *Campaigning for Literacy*, and to formulate a formal review of the document in regard to its relevance as a planning document for literacy work in their home countries; and (2) to elaborate a document on literacy in their own country describing the history of literacy promotion from the 1960s and delineating their nation's plans for a literacy campaign or a large-scale program in the immediate future.

Choice of participating countries

Two sets of countries were invited to the Udaipur Seminar: (i) those who had had experience in conducting reputedly successful literacy campaigns; and (ii) those that had recently declared such campaigns or were on the verge of doing so.

The first set of countries included USSR, Vietnam, China, Cuba, Burma, Brazil, Tanzania and Somalia. Case studies of literacy campaigns in the countries had appeared in the Unesco/ICAE study, *Campaigning for Literacy*. Invitations were sent to all these eight countries. They were invited to send to the Udaipur Seminar authors who had written the case materials for use in the Unesco/ICAE study or those who could speak with authority on the studies included in the report. All but three of these countries (USSR, China and Brazil) participated.

Countries that came to form the second set were: Bangladesh, Botswana, Ethiopia, India, Iraq, Kenya, Nigeria, Nicaragua, Sierra Leone, Sudan, Thailand and Zambia. These countries were all either in the midst of their mass literacy campaigns or were on the verge of declaring such campaigns.

In addition, the following cooperating agencies were represented by experts and resource persons:

- UNESCO Secretariat, Paris (France)
- The International Institute for Educational Planning (UNESCO/IIEP), Paris (France)
- The UNESCO Institute for Education (UIE), Hamburg (Federal Republic of Germany)

- The International Council for Adult Education (ICAE), Toronto (Canada)
- SEVA MANDIR, Udaipur (India)
- The German Foundation for International Development (DSE), Education and Science Division, Bonn (Federal Republic of Germany)

The Seminar was chaired by Dr. Malcolm S. Adiseshiah, M.P., Madras Institute of Development Studies, Madras (India). The Technical Director of the Seminar was Dr. H.S. Bhola, Professor of Education, Indiana Unversity, Bloomington, Indiana (U.S.A.). Prof. Bhola is the author of the basic Seminar document, *Campaigning for Literacy*.

Representation to the Udaipur Seminar was predominantly from the English-speaking countries of Africa and Asia. It was hoped that the Udaipur Seminar will be followed later by a similar seminar for French-speaking countries and another for Spanish-speaking countries.

Location of the Seminar

Udaipur, India was chosen as the site of the International Seminar on Campaigning for Literacy. As can be seen from the section immediately above, countries of many different ideologies and political systems had been invited. India was seen as neutral ground where all of those invited would perhaps be willing to come.

The city of Udaipur was chosen for its well-known traditions in adult education; and because suitable facilities were available for housing international conferences. It was also the home of Seva Mandir, one of the cooperating agencies.

Country teams invited – not individual participants

Too often national and international workshops, seminars and conferences on literacy and adult education are attended by the professional specialist. On return home, such a specialist submits a report on the seminar or conference he or she attended, to the higher administrative authority. Typically, the report is filed, with or without perusal. The returning specialist is left alone with his ideas and plans. The system remains unresponsive.

The Udaipur Seminar, in trying to reach all important decisionmakers likely to be involved in making decisions about literacy promotion, decided to invite country teams rather than individual literacy specialists. These country teams were to be comprised of three persons to reflect political, administrative and

professional adult education interests: The participant representing *political* interests could be the Minister responsible for adult education and literacy; or another high-level political decision maker directly interested in education. The *administrative* interest could be represented by the Principal or Permanent Secretary in the responsible Ministry; or a senior official in the planning commission or department that was engaged in decisions regarding educational planning and allocation of resources to different educational sectors. The *professional* interest could be represented by the Director of adult education, nonformal education or literacy at national level in charge of literacy work in the country.

The idea behind all this was that this group should be able to engage in collective planning before and during the Seminar and on their return to home country should be able to reinforce each other's planning and implementation efforts, in the context of their country's literacy program.

More than half of the countries attending the Seminar sent teams of three or more: Bangladesh, Botswana, Ethiopia, India, Sierra Leone, Thailand, Viet Nam, and Zambia, for example.

The teams from Bangladesh, Botswana, Kenya, Viet Nam and Zambia included ministers or Assistant Ministers of Education. The Minister of Education from India attended part-time. Several country teams included Permanent Secretaries and high-level planning officers.

Vietnam, a case study country, decided to send a full delegation consisting of the Vice-Minister of Education, the Director of the Department of Adult Education, the Deputy Head of the Department of International Cooperation of the Ministry of Education, and a country specialist. According to the Vietnamese delegation, they were glad for the opportunity provided by the Udaipur Seminar to have an exchange of ideas at a crucial time when they were about to undertake a review of the whole adult education system in their home country.

India also made a special use of the Udaipur Seminar. In addition to the official team of four participants, India on its own expense, named seven observers, representing State departments of adult education then engaged in India's adult education program; university departments of adult education engaged in training and resource building; and voluntary agencies with interest in literacy work. With the Seminar Chairman, Dr. Malcolm Adiseshiah; the Technical Director of the Seminar, Professor H.S. Bhola; Mr. Anil Bordia, then of IIEP; and Dr. Ravindra Dave, Director, UIE; all from the Indian continent, a fullfledged »Indian National Seminar« developed under the umbrella of the International Seminar. The Indian contingent made an excellent use of the

opportunity to review the national adult education program and to make plans for the ensuing months and years.

Documentation for the Seminar

Campaigning for Literacy, the Unesco/ICAE study by H.S. Bhola, was the basic document and served as a position paper for discussion by the Udaipur Seminar. In addition, both case study countries and other countries participating in the Seminar had been requested to prepare papers as contributions to the Seminar.

The case study countries (in this case Vietnam, Cuba, Burma, Tanzania and Somalia) were to review the case studies included in *Campaigning for Literacy* and contribute papers to update the material, where necessary. Members of all other national teams also contributed reviews of the Unesco/ICAE study. Also each country team contributed two papers as Seminar documentation: (i) History of literacy work in each country from the 1960s to the present time; and (ii) Plans for literacy work during the years 1982–85.

Each participating country brought with them materials for the exhibition put up, on the occasion, by the Indian Directorate of Adult Education. Five-Year Plan documents, Annual Reports and Statistical Data, Literacy Primers, Posters, Follow-up Books, Teacher Guides, Tapes and Recordings and Films in use in various literacy programs were put on display.

At the Seminar

The Udaipur Seminar was of relatively short duration. To make the best of available time, time was scheduled tightly and carefully. The ceremonial aspect of the Seminar was kept to the minimum. Formal presentations of papers were not scheduled. Most Seminar time was allocated to doing things that can only be done in face-to-face encounters.

The Seminar program was divided into three phases: (1) Sharing of information and concerns; (2) Drawing lessons and considering applications and transfer to national situations; and (3) Elaborating specific notes for local action and international consideration.

The Seminar worked both in plenary and group sessions. Groups were constituted to suit the objectives in view. At one time, the Seminar divided itself into five groups, each including participants from different countries, with the aim of diversifying perspectives and generalizing experiences across different poli-

tical and cultural settings. During the later part of the Seminar, each country team met as a group, with suitable resource persons, to think through applications to their own individual situations and do some pre-planning specific to their own individual countries.

The Seminar was evaluated on a continuous basis through the mechanism of a Steering Committee. This Committee that represented both organizers and participants met every evening, to review and evaluate actions of the day and to plan the program for the next day.

Some further evaluations have since been received from participants of the Udaipar Seminar and have been included in a later section.

II. PROCEEDINGS

R.S.C.
SEMINAR
ON
JANUARY 4-11,1982

Opening of the Seminar from left to right:

Dr. Budd Hall,	Secretary General, International Council for Adult Education (Toronto)
The Honorable Mrs. Sheila Kaul	Minister of State for Education, Ministry of Education and Culture, Government of India, New Delhi
The Honorable Mr. Shiva Charan Mathur	Chief Minister, Government of Rajasthan, Jaipur, India
Dr. Malcolm Adiseshiah, M.P.	Chairman, Madras Institute of Development Studies, Madras, India
Mr. Rudolf Bindig, M.P.	Member of the Board of Trustees, German Foundation for International Development (DSE)
Dr. Mohan Sinha Metha	President SEVA MANDIR, Udaipur, India

3. Setting the stage

The inaugural session on January 4, 1982 was more than ceremonial, and did indeed set the stage for the deliberations of the seminar during the days to follow.

Dr. *Mohan Sinha Mehta,*

President, Seva Mandir, Udaipur, India, welcomed the participants of the International Seminar on Campaigning for Literacy to Udaipur, the famous city of the State of Rajasthan, a city with a glorious and historic past; a pleasant city of lakes and palaces; and an important center for adult education. Sadly, while the State of Rajasthan was an area of great artistic and cultural wealth, it was also the land where the twin sisters of illiteracy and poverty had reduced people to misery and helplessness. He pointed to the need for voluntary action for the eradication of illiteracy because the action by the state alone would not solve the problem, at least in India. He pointed out that Seva Mandir's conception of literacy was more than the learning of the 3-R's, and that literacy was seen as an instrument with a »higher and comprehensive purpose«. Such a conception of literacy was congruent with the Government of India policy statement on the national adult education program.

In his own words:

On behalf of Seva Mandir, I extend a warm and sincere welcome to you all. For more reasons than one, it is a privilege for us in Seva Mandir, to be asked to arrange for this Seminar here at Udaipur. In the first place, this is the home and headquarters of Seva Mandir and, therefore, we feel delighted and honored that you chose this spot for your deliberations. Secondly, on coming here, you too would find that it is a pleasant choice and has valid claim on the honor you have done to the city by coming together from distant parts of the globe. Not all of you, our visitors from abroad, may know that this area has a glorious and historic past.

Among the numerous princely states of the country, Mewar with its capital city of Udaipur, occupies a place of honor and inspiration in the chronicles of India. The heroism and hardship with which this Kingdom struggled for guarding ists independence for centuries against heavy odds, drew the admiration of historians and fiction writers. Inspite of its meagre resources, it resisted several attacks of the Mogul Emperors. Even in British times, true to tradition, the Ruler of Mewar did not submit to the humiliation of attending the

Imperial Durbars of Lord Curzen and King V in 1911. In the chronicles of the country, Udaipur has had a legendary place. The tales of its chivalry and romance is a saga by itself.

Rajasthan State, the Union of the twenty-one old princely States, has a special charm in this large country of ancient civilization. Apart from its historic importance, it has made a distinctive contribution to the artistic and cultural wealth of our country. Its handicrafts, paintings, music, architecture, customs, costumes and social tradition all add color and charm to the tapestry which India presents to visitors. Much of what I have said will be seen by you. But, I am afraid only a bit of it. During the last thirty odd years, Udaipur has undergone a transformation which now makes it look increasingly like any other urban center - with its noise, traffic, explosion of population, haphazard growth and all round pollution. It is losing its old-world charm. But the scenic beauty of the place retains its attraction. A French Ambassador, accredited to this country about 20 years ago, considered Udaipur as the most beautiful place he had seen. Allowing for some personal overstatement, you will, I guess, find these surroundings fairly agreeable for your stay and stimulating for the great task which has brought you here. From our side, therefore, we are very glad that the International Council for Adult Education and the German Foundation for International Development selected this place for your Seminar.

There is still another powerful reason for Seva Mandir and me to feel happy in welcoming you in our midst. Among the purpose and program of Seva Mandir, adult education, with the aim of steadily liquidating illiteracy and much that it implies, has been an important activity. The objective of this Seminar and the course of its deliberations would be naturally very interesting and profitable for our workers. Seva Mandir is committed, among its other aims, to promote literacy with the comprehensive aim of all round development of the deprived and unprivileged sections for our people. We have been evolving new techniques for the training of trainers in order to liquidate illiteracy; and for awakening among the illiterate folks a spirit of self-reliance, and consciousness of how much they suffer socially, culturally, economically and politically because of the heavy load of disadvantage they carry by remaining illiterate. We greatly look forward to the result of your deliberations.

The state and extent of illiteracy in our old and large country will be brought out in the country paper which will be placed before you by the Indian delegation. I shall put before you the figures for the State of Rajasthan - figures which are a challenge for us. In this state with a population of about 34 million people, adult illiteracy has a heavy coverage. In 1961, literacy was only 15.21% which rose to 19% in 1971; and to 24% in 1981. But the figures for adult women

are still more depressing - 5.84% in 1961; 8.46% ins 1971; and even in 1981 it rose only to 11.32 per cent. While there is some progress, we are still far far away from the desired goal. Seva Mandir has had about 450 centers in the three development blocks of its operation. That is a drop in the bucket.
We strongly believe that this problem of illiteracy - a curse for millions of people - has vast dimensions. It cannot be effectively tackled by the action of the state alone. Active, thoughtful endeavor of the people through voluntary bodies will have to be pressed into service under independet leadership, if proper results are desired.
Seva Mandir's literacy program covers the larger purpose of social change, economic betterment and a broad awakening among the beneficiaries. We have fully and earnestly accepted the spirit of the Policy Statement of our National Government, namely:

(a) that literacy is a serious impediment to progress, both individual and social;
(b) that adult education should go on in all situations in life, and all the time;
(c) that learning, working and living - each one of them acquires a meaning when correlated to one another;
(d) that the means by which people are involved in the process are as important as the ends; and,
(e) finally, that the poor and the illiterate can rise to their own liberation, through literacy, dialog and action.

It will probably satisfy you, that we in India do not approach campaigning for literacy with the narrow outlook which marked the efforts of our predecessors half a century ago. We fully realize that in the first place, acquisition of the 3-R's is totally inadequate for the needs of the human family. Secondly, literacy is only a means for a higher and comprehensive purpose, and not an end by itself.
Cutting across national boundaries, and as a united team committed to a world ideal, you have arrived here from three continents to reflect on a pressing human situation. You have before you the beacon light in the Declaration of Persepolis. Now that you have assembled here to march further ahead, it is appropriate to recall its essence at this inauguration of your program. In inspiring words, it considered:

> »Literacy to be not just the process of learning the skills of reading, writing and arithmetic, but a contribution to the liberation of man to his full development. Thus conceived, literacy creates the conditions for the acquisition of a critical consciousness of the contraditions of society in which man lives, and of its aims .... Literacy is not an end in itself. It is a fundamental human right.«

You have come prepared from twelve countries to take our thought and action further for bringing hundreds of millions of our fellow-men out of the dark and degrading conditions of their life, into the sunshine of self-respect and self-reliance which will transform their life. In this great adventure, you will have the benefit of the experience of five other country teams.

Let us remember that poverty and illiteracy are twin sisters who are very close to each other and who support each other. You can never liquidate one without eliminating the other. So your mission has a high purpose. We of Seva Mandir, as your loyal comrades and admirers, wish you godspeed.

Let us hope the quality of your deliberations and their result will place Udaipur Seminar as a prominent landmark on the landscape of literacy for the Third World. You will then add a bright and significant chapter in the world history of social progress.

Dr. *Malcolm S. Adiseshiah*, M. P.,

Chairman, Madras Institute of Development Studies, Madras, India; and Chairman of the Udaipur Seminar joined in welcoming the participants of the Seminar. Taking an international perspective, he defined the scope of the illiteracy problem in concrete numerical terms, calling it the most serious human ailment, and truly a scandal to the conscience of the twentieth century. He pointed out that only 11 developing countries harbor 70 per cent of the world's illiterates and that 32 developing countries may have more than 50 per cent of their populations illiterate. Illiteracy and poverty went together everywhere in the world. Fortunately, actions in behalf of literacy promotion can be effective if followed with commitment and when reinforced by appropriate structural change.

In his own words:

We have met to consider the most serious human ailment which afflicts us. It is in the developing world where, leaving out China, North Korea and Vietnam, the 627 million adult illiterates live. With the completion of the census in China, North Korea and Vietnam this year, we will have the complete quantitative map of this scandal to the conscience of the twentieth century.

There are a number of features of this illiteracy situation to whichd I wis to draw attention at this stage of welcoming you to the seminar:

First, while the number of adult illiterates has increased by 58 million in the seventies, the number of literates during this decade increased by over six times the number of illiterates, that is, it rose to 355 million. This points to the efforts made by a number of countries to counter effectively the massive levels of illiteracy. What this means is that illiteracy *can* be tackled successfully.

Second, about 70 per cent of the world's adult illiterates, that is 434 million out of 627 million adult illiterates referred to earlier, live in 11 developing countries. The countries are India (243 million), Indonesia (29 million), Bangladesh (27 million), Pakistan (30 million), Nigeria (27 million), Brazil (18 million), Ethiopia (16 million), Egypt (11 million), Iran (11 million), Afganistan (10 million) and Sudan (9 million). It is these 11 countries who have to make a special effort in the eighties to eradicate the scandal of illiteracy.

Third, in addition, there are 32 other developing countries where adult illiterates form more than 50 per cent of their populations. They are Burundi, Kenya, Malawi, Mozambique, Uganda, Central Africa, Chad, Algeria, Morocco, Tunisia, Botswana, Benin, Gambia, Ghana, Guinea, Guineabissau, Ivory Coast, Liberia, Mali, Niger, Senegal, Sierra Leone, Togo, Upper Volta, Haiti, Nepal, Iraq, Saudi Arabia, the two Yemens, and Papua New Guinea. I

mention these 32 countries, because we have empirical evidence that the critical threshold for aboslishing illiteracy in a country is to make at least 50 per cent of its people literate. In addition to the 11 countries mentioned earlier, these 32 countries have, therefore, to make a special effort to reach this threshold during the eighties.

Fourth, it is no accident that the number of adult illiterates in the Third World and the number of the poor in that world are identical. Illiteracy is part of the vicious circle of poverty in which these millions of people live. Their poverty is itself a function of the social and economic inequalities of the societies, and so the program to reverse illiteracy has to be a part of the program to counter the unequal societal relations, expressed in the unequal distribution of assets and property ownership. Adult literacy programs can be an effective mobilizing force in bringing about the needed structural changes.

You will notice that I have not discussed the questions as to whether or not we should eradicate illiteracy. I assume that as countries which have fought and recently gained our independence, this question of justifying the eradication of illiteracy is not relevant to us. I have also not tried to outline the economic, societal or cultural justifications for a literate population. Here again I feel that the decision makers in our countries are not concerned with these considerations. It is entirely a political issue, calling for political will and decisions – which can be brought about in a revolutionary situation such as the one that obtained in our countries when we attained our independence. I feel that most of us missed that great and unique opportunity to restructure our societies, our educational systems and, in the process, to eliminate illiteracy. In this seminar, we shall be concerned with the technical conditions which are necessary for successful national literacy campaigns. And when we return home, we will have to act to create the political conditions under which a decision for national literacy campaign can be made, and where the technical lessons that we will be carrying back with us from here can be applied.

The Honorable Mrs. *Sheila Kaul,*

Minister of State for Education, Ministry of Education and Culture, Government of India, New Delhi, India in her inaugural address pointed to the timliness of the Udaipur Seminar on Campaigning for Literacy and stated that is was particularly opportune for India because it provided an occasion for sharing of experiences and development and testing of new program ideas.

Literacy, she pointed out, must be functinal and an integral part of a more comprehensive program of adult education. Indeed, adult education, in turn, should be teaching the »art of living« which transcends both literacy and adult education. In India, adult education, with focus on adult literacy, had received proper consideration in educational policies and budgets. India, with a population of 683 million according to the 1981 Census, had a literacy rate of only 36 percent (46% for males and 24% for females). While the task was immense, the national resolve was equally strong. Adult literacy has been included in the »Basic Minimum Needs Program« of the current National Development Plan of the Government of India. One hundred million adult illiterates will be made literate by 1984 - 85 under the on-going adult education program.

To perform the task of eradicating illiteracy from the country, India is drawing from its experience with programs and campaigns (for example, the Gram Shikshan Mohim of Maharashtra) and is using both old and new technology - from folk media to the soon to be launched domestic satellite INSAT.

Mrs. Kaul reminded the participants that the focus of all programs should remain the human individual and suggested that programs should pay special attention to working with and through women. Finally, she pointed to the need for all nations to come together and pool their resources of knowledge and materials to remove illiteracy from the world.

In her own words:

The subject of this Seminar, namely, »Campaigning for Literacy« has gained in recent years an extremely important place in the vast program of educational development of a number of countries like India which are just emerging from a difficult and painful period of colonial rule. Thanks to the special concern which Unesco has evinced in tackling the problem of illiteracy in vast areas of the world, we have today not only a fairly comprehensive analysis of various aspects of the problem of illiteracy but also a body of competent men and women who have an expert knowledge of how this problem should be dealt with under varying social, cultural and political conditions that obtain in different parts of the world. It is now increasingly recognized that adult education can no longer be a fringe sector of activity in any society and must be given its own proper place in educational policies and budgets. It has also become clearer that literacy training is only an element in adult education and that in all

areas where there is wide-spread illiteracy, programs organized for adult education must include a strong literacy component. It is in this context that the present Seminar provides us a fresh opportunity to share our varied experiences in our literacy campaigns and to chalk out new programs by means of which we can achieve increasingly wider participation by the people.

I am indeed very happy that the organizers of such an important seminar have chosen India, and particularly the historic city of Udaipur, to be the venue of the seminar. Udaipur is not only a city of lakes, which add to its beauty, but it is also a seat of learning with a host of institutions devoted to education, social service, art, culture and folklore. I am sure that this city will provide the right environment as well as inspiration to all the participants to do justice to the tasks of this Seminar.

It must be admitted that the task of this Seminar is a difficult one. There was a time when literacy training aimed at giving the illiterate sufficient command of the mechanisms of reading, writing and elementary arithmetic to afford him the access to the written or printed word. But the situation has changed vastly during the last two decades. There has been a significant shift, and literacy training is being conceived to aim at an integrated instruction in reading and writing and in technical, occupational, scientific and civic activity. In other words, there has been a shift from mere literacy to functional literacy. As a matter of fact, since the World Congress of Ministers of Education on the Eradication of Illiteracy, which was held at Teheran in September, 1965, interest in functional literacy training has grown steadily. There has been a sustained search to provide more efficient instruments for combating illiteracy than those which were available in the past. And significant experiments in different parts of the world have given rise to new approaches that render literacy as an integral part of a total process that aims at the ultimate acquisition of vocational skills and usable knowledge.

But this is not all. There has come about an increasing awareness that there is in every country a special cultural background which has a living web of knowledge and experience and that the so-called illiterates fully share in this inherited knowledge and experience and use it in a manner that is not so easily understood or appreciated by those who often play the role of their teachers. The illiterate Indian peasant, for example, is often culturally richer than his literate teacher. Situations like this compels us to add a fresh dimension to the literacy programs and to the programs of literacy campaigns.

Art of living transcends the confines even of functional literacy. The art of the control of impulses and of channelizing the base energies for constructive and artistic activities is a thing that needs an inner refinement that is superior to and sometimes independent of the learning of 3-R's, even when integrated

with occupational technology. And it is necessary that the instructors of literacy bear in mind that their teaching and the learning materials do not obliterate the important context of the art of living.

I am happy to say that in India we have made a number of experiments and implemented a number of important projects keeping all these ideas in view. An important landmark in our planning was the survey of and plan for non-formal education in Tamil Nadu under the meaningful title »Towards a Functional Learning Society.« This survey and plan were prepared under the Chairmanship of Dr. Adiseshiah, and although the concern of this report was limited to the State of Tamil Nadu, its conceptual scope covered the entire spectrum of non-formal education in India and it underlined our stakes in non-formal education. It presented to the whole country the direction in which the program of non-formal education should be led. This document reflected very well Unesco's concern for continuing education and Unesco's ideal of learning society in which every teacher is a student and every student is a teacher, both being continuous agents of learning.

According to the 1981 Census, we have today in our country a vast population of 683 million, and while our efforts in the field of non-formal education are intensified every year, we are overtaken by the rate at which our population is rising. As a result, our literacy rate today is 36% (males 46% and females 24%). We have accorded a high priority to our program of adult education and made it a part of our basic minimum needs program. The allocation that we have made for the current Sixth Five Year Plan is of the order of Rs. 128 crores (roughly 130 million dollars). The objective that we have in view is to reach as far as possible a target of 100 million illiterates and turn them into literates by 1984-85. The infra-structure that we have built up in India includes not only a special Directorate at the level of the Central Government but also District Officers and specialized institutions of adult education. Special mention may be made of Gram Shikshan Mohim in Maharashtra. This institution and some others provide important lessons for organization of mass programs of adult education. The work that has been done in several parts of the country, particularly in Rajasthan and in Tamil Nadu, has given us a solid base for a sound and steady work which we are determined to pursue. We have also in India a network of youth centers which are called Nehru Yuvak Kendras, which organize literacy centers in villages and in district towns. These Nehru Yuvak Kendras constitute a powerful agency of campaign for literacy.

But the success of the adult education programs cannot be measured merely in terms of financial allocation or in terms of the number of organizations which are involved in the task. The real test of success lies in the awareness that is created among people. The illiterate should feel the need to become

literate; the neo-literates should feel the need to continue their literacy; and the literate and the educated should feel it a part of their duty to educate the illiterates and neo-literates. And it is in creating this awareness that campaigning for literacy has a special role. As a matter of fact, every center of literacy is an instrument of this campaign. But it is only when there is a compelling atmosphere making every individual a center of radiation that we can confidently hope to achieve our goals.

There is no doubt that mass media can play a vital role. Newspapers, radio and television can all contribute to the creation of the needed atmosphere. They can also transmit the contents of education. Ways and means can be devised by which the contents of education can be displayed imaginatively in villages and in towns whereby people can learn almost effortlessly. The new space technology which enables us to put satellites into orbit round the earth has opened up new possibilities for campaign for literacy. In India, we are planning to put a domestic satellite, INSAT, in its orbit this year, and we are undertaking a big program for the production of the necessary software.

I believe that women have to play a greater role than they have done hitherto. There are numberless housewives who can easily spare at least one or two hours per day for social and constructive work. I have my own experience in organizing women's groups and centers and I feel that if these centers can be organized and can be sustained, we can train a number of women to undertake the work of literacy. And I believe that if the energy of the women is awakened and channelized properly in the field of literacy, the results can be truly astounding.

In any successful campaign for literacy, special attention should be paid to the needs of the training of intructors and preparation of instructional material. For this purpose, there is a need to establish resource centers which should have the necessary equipment of preparing and disseminating instructional material.

We should also make an extensive use of traditional and folk media. And steps should be taken to establish a nation-wide network of libraries which are closely linked to the adult education programs.

In conclusion, may I reiterate that there is an increasing need for various countries to come together to review the present state of research and development in the field of literacy. This would strengthen the capacities of individual countries to improve their present agencies and tools, and to invent, design and test new experiments appropriate to their cultures and resources. I am glad that three voluntary agencies belonging to three different countries have combined together to organize this important Seminar. I wish to compliment all these three organizations, namely, International Council for Adult Education,

Toronto, the German Foundation for International Development and the Seva Mandir, Udaipur, I am also happy that Unesco is collaborating with this Seminar. The agenda that you have put forward is extremely interesting and I am sure that your discussions will result in the formulation of useful ideas and strategies. I hope that you will have a comfortable stay in this picturesque city, and I convey my best wishes for the success of this Seminar.

39

The Honorable Mr. *Shiva Charan Mathur,*

Chief Minister, Government of Rajasthan, Jaipur, India in delivering the Presidential Address called development more a matter of liberation than of mere welfare, and declared that development can never be achieved without education.
India was spending some 2,500 Crores of rupees (about 2.5 Billion dollars) a year on education, but had failed to bring the truly deprived into the fold of formal education. Clearly new and innovative strategies are needed. Adult education (with literacy, but not literacy alone) will have to be a part of this response. Needed was not only adult literacy (or adult education) but an awakening and, ultimately, a universalization of values among the human community everywhere.
In recounting important past and present experiences, in adult literacy and adult education, Mr. Mathur referred to the work of Gram Shikshan Mohim of Maharashtra, Jamia Milia Islamia of Delhi, Literacy House of Lucknow, Self-Employed Women Association of Ahmedabad and Vaishalli Area Small Farmers' Association, among others. He invited special attention to the need for post-literacy programs and materials so that gains once made are not lost through new literates relapsing into illiteracy once again. Most importantly, Mr. Mathur asked the participants to remember that the people are not a liability, they are an asset if their talents and genius can be awakened through dialog.

In his own words:

Development is more a matter of liberation than of mere welfare and I am grateful to the International Council for Adult Education and the German Foundation for International Development and the Seva Mandir and other organizers of this Seminar to give me an opportunity to be with those who in the real sense of the term are liberators - internationally renowned educationists, communicators and social scientists. It is the social scientists who are tackling the problem of inadequate and insufficient initiatives from among the masses; they are bringing attitudinal changes in their lives. Naturally, I feel privileged to be in the midst of this august assemblage. However, the opportunity that has been provided to me in sharing with you, Ladies and Gentlemen, the great experiments made and being made in the field of adult education in various parts of the world, is a rare one; and I, again, express my gratitude to all of you for having provided this privilege to me.
Adult education is a subject that affects the lives of nations. It has been recognized by the world today as a tool of all round development. Education is an important means of change - change from primitiveness to modernization, from ignorance to wisdom, from backwardness to growth, from poverty to better living an from darkness to light. Contrary to popular belief, adult education is relevant not only to developing countries but also to the developed and most

advanced countries of the world. Pockets of deprivation and darkness exist there too. In these pockets, adult education is as relevant or probably more relevant than in developing countries. If a nation chooses to develop but remains illiterate, it would only be offering to its people choices which are more apparent than real. For sustaining freedom and for having a living democracy at work, proper education of the masses is a must. Illiteracy is a serious impediment to an individual's growth and to a country's socio-economic progress. Illiterate and poor people can only achieve their liberation through education and action.

The United Nations Charter guarantees every citizen of the world the right to be educated. Many countries of the world have fully understood the philosophy to educate its people and have consequently accomplished striking results. But many of the Third World countries have yet to travel a long way. Their means are limited and needs are very many. The population explosion makes things still more difficult for them. A huge reservoir of resources is needed for catering to the needs of education of the masses.

In our own country there has been a tremendous educational effort during the last three decades. But the formal system of education could not cater to the needs and aspirations of people at large. We spend almost 2,500 Crores of rupees (2.5 Billion dollars) every year on education, next only to defence requirements. Yet this large chunk of money spent could not bring the deprived ones to the fold of formal education. It is, therefore, desirable to explore the alternatives and conceive of new strategies for educating the masses in India and other developing nations of the world. However, a word of caution is necessary here. A uniform standardized system of adult education would not do. It is absolutely necessary that this alternative system of education should be relevant to the environment, needs and aspirations of the people. The system of education should be so geared as to elicit and promote participatory role of people in the entire developmental effort of the county. It should be able to awaken, arouse and strengthen the poorest of the poor.

To my mind, it is only »Adult Education« which can lead a nation's destiny to its desired socio-economic and cultural goals. Adult education does not mean literacy alone. Though, literacy is an essential and integral part of education, it is not all. A well thought out adult education program should be able to equip its clientele with the spirit of self-respect and national pride. It should awaken and organize the poor people for action towards the achievement of better living conditions in rural areas and urban slums. It should also be accompanied by an effort which has a direct and positive bearing on the profession or vocation of the learner.

Thus, adult education has the basic components of literacy, skills development and an awakening that, in due course, will turn into awareness. While it would make one aware of the objective environment better, it would simultaneously release processes by which the subjective perception of this environment, along with internationalization of values, will begin. In this sense, adult education is needed for all: for illiterates and literates, for skilled and unskilled, for laborers and intellectuals, for administrators and publicmen.

Adult education has been given several names at various times in different countries. A few popular labels are: literacy, functional literacy, social education, life-long education, nonformal education, purposeful education, continuing education, education for freedom, civic education, education for liberation, etc.

Adult education has assumed several forms all the world over. From open schools to open universities, credit courses, non-credit courses, professional courses, vocational courses, hobby courses, worker's education, farmers' functional literacy, condensed courses, education through audio-visual aids, exhibitions, recreational activities, tours, libraries and wall-papers are some of the forms in use in the field of adult education.

We are living in an age when concepts of de-schooling and conscientization have acclaimed validity and respect all over. It has been considered appropriate and useful to adopt nonformal methods of education to combat illiteracy. In India the number of illiterates has increased from 39 crores (390 million) in 1971 to 44 crores (440 million) in 1981. Though the literacy percentage has increased, yet the number of illiterates has gone up. It calls for an immediate and massive action - a relentless struggle against illiteracy. The giant of illiteracy and ignorance can be fought with the power of »letter« and »word«. In the beginning, says the Bible, there was the »word« and the word was made flesh. Let there be the »word« at the threshold of a new life for our men - and womenfolk too.

Friends, you all are aware of the various experiments that have been undertaken in the field of adult education internationally. In our own country we have had a number of fascinating experiments. Though education has a long and glorious record of ancient teachers and learners, and modern trends in adult education have witnessed a variety of experiments only during the last 50 - 60 years. In Maharashtra State of our country, a popular adult education movement known as »Village Education Campaign« (Gram Shikshan Mohim) achieved some remarkable results. Villages after villages accomplished cent percent literacy. All governmental and voluntary agencies had lent support to this movement. Apart from its big succes, it had noticed some weaknesses for which the solutions are to come from a distinguished gathering like this. It has

been reported that about 40 percent of learners, relapsed into illiteracy. This may have been because of lack of follow-up action and continuing education. I suggest that experts and agencies involved in this work should chalk out suitable programs for follow-up, including production of literature for neo-literates, newsletters and regular library service. Development of village press may also be relevant in this context. Books, gems of literatures of all nations and all times, rendered in easy to read versions are a must. These should be sufficient in numbers and available in village libraries. In this way, the adult will not only imbibe the very best thoughts of our civilization but will also pass them on to the children. We have in our State (as part of our 20-Sankalps Scheme) attempted to provide this.

We, in this part of the world, have had a number of other prestigious institutions and experiences in adult education. For example, Jamia Milia Islamia had started a night school as early as 1926 which led to the establishment of an institute of adult education with stress on sound and scientific teaching of literacy and new attitudes. Literacy House, Lucknow founded by Wealthy Fisher caters to the needs of training, publication and other resource development. Self-Employed Women's Association of Ahmedabad stands for economic regeneration and social upliftment of women in the State of Gujarat. It has reposed confidence and self-respect amongst the poor women of that area. Vaishalli Area Small Farmers' Association was formed in 1971 to assist small and marginal farmers in agricultural development by adopting joint means of production, better education and health care in the area. In our own state, we had a few experiments like »Gandhi Sakshar Hoga« and »Bisundani Saksharta« project through which we had visualized to have cent percent literacy. There are several hundred institutions in the country that are engaged in the great task of adult education.

But the dimension of the problem is much larger. We have to, therefore, have a rational, sufficiently broad-based and effective strategy to combat illiteracy. In this context the basic ingredient of Indian society should be clearly understood. It has a culture of silence. Many of the developing nations are facing almost the same situation. The people at large do not open their hearts. They have suffered enough by way of oppression, deprivation and consequent dependence. Now, through adult education they must be made to feel self-confident, self-reliant and co-partners in development activities of their respective communities.

An important point to be remembered is that our attitude towards people is of crucial importance here. It is not a cliche to talk of people. It is indeed the essence of the entire campaign strategy. We must remember that people are not a liability. They are an asset. Their talents and genuius are to be awakened

and promoted. This can be done through proper appreciation and dialog between the instructor and the learner. It is not »teaching« that helps in adult education, but it is the »appreciation« and »understanding« that helps. Here the communicator has to lead kindly; in true sense of the word, he has to lead the learner from darkness to light.

At times, the adult educator can cause demotivation of learners by way of his behavior. An unsuitable instructor may mar the entire adult education program and the enthusiasm of learners, whereas an able adult educator may explore the mines of wisdom existant in the learners. Every community has a cultural tradition of its own: folk art, folklore and other folk forms. These should be put to work by the adult educator to enrich the lives of people. It will be detrimental to unduly highlight the poverty, ignorance and backwardness of people with whom the adult education worker is working. It will only shake the people's confidence and will do no good.

Experiences show that the effective coordination between the learner and instructor has been possible, in most cases, where the instructor is receptive and sympathetic. Many successes have been attributed to the instructors belonging to the same group of people, area, and cultural and social background as that of the learners.

Another dismal feature of our social set up is the deprivations of women. The progress of literacy amongst women in the development nations is far from satisfactory. In our State of Rajasthan, female literacy rate is 11.31% as against the general literacy rate of 24% for all persons in Rajasthan in 1981. Something needs to be done urgently to wipe off illiteracy from amongst women. It will be desirable to accord highest priority to educational projects for women as women make the destiny of family, State, Nation and the World.

I will like to close with Gandhiji's remarks about adult education. He said: »Adult Education especially of the poor, illiterate villager should aim at developing an all round vigorous personality; physically and mentally alert, keenly aware of this environment and fired with the desire to improve it and endowed with the scientific spirit, power of decision, strong will and the power to take the initiative.«

The Seminar should pay heed to these words of Gandhiji

Dr. *Budd, L. Hall,*

Secretary General, International Council for Adult Education (ICAE), Toronto, Canada made a statement in behalf of the Council. He called for concrete international actions in behalf of literacy to stem the ever rising tide of illiterates in the world. He asked that participants do not underestimate the difficulty of their task for they were working in a global context where the weak and poor were dependent upon the powerful and rich and where nations were spending $ 500 billion dollars every year on armaments.

In his own words:

It gives me great pleasure to be able to be here today. Udaipur has had an important place in the history of the ICAE because it was here that some of the informal discusssions which eventually resulted in the birth of the ICAE took place. There is an important spirit here in Udaipur which I hope will carry over to the Seminar - a spirit of informality, frankness and commitment.

I want to say a few things about the global context within which we now find ourselves. These are very difficult times, times of near despair, but times of some opportunities as well. The next years will find action focused on several battlefields: demilitarization and the need to stop recession ($ 500 billion per year are being spent on armements which could be spent on education and literacy); control of culture (Who controls our culture? Do we guard what we have?); distribution of world resources, both natural and technological; and reduction of economic dependency on financial systems controlled by western banking systems.

Within this context the ICAE is pleased to note the increased attention being given to literacy. There are at this time roughly 25 nations which are engaged in or are planning a national mass literacy campaign. We feel that the interest in large-scale mass campaigns is critical as only a mass scale campaign will be sufficient to meet the mass nature of illiteracy itself. Recognition of the importance of the mass campaign comes about after several years of important experimentation and experience in selective and intensive programs of functional literacy.

We are today to begin a seminar with the examination of some important historical experiences of succes and accomplishment. We will be learning from such historical experience as Cuba, Brazil, USSR, Viet Nam, Burma, Tanzania, Somalia, Iraq and Nicaragua. And we are particularly pleased to note the strong new commitment to a large-scale campaign that is being shown here by

45

the participation of delegations from Botswana, Sudan, Ethiopia, Bangladesh, India, Kenya and Zambia.

The Unesco projections are that at the present pace, we will reach the year 2000 with nearly one billion illiterates. We would like to call on you to join in a concerted effort to cheat the statisticians and wage a battle to eliminate illiteracy by the year 2000.

46

Honorable *Rudolf Binding*, M.P.,

Member of the Board of Trustees of the German Foundation for International Development (DSE), Bonn, Federal Republic of Germany in making a statement in behalf of the Foundation said that the Federal Republic of Germany, as other industrial countries, had critically reviewed their policies of development cooperation for the Third Development Decade. At least two important lessons had been learned: development could not be reduced to statistical values of economic growth and per capita income but had to include social justice; and developing countries could not simply imitate Western models but had to reinvent both their development ends and means.

Mr. Binding pointed to the ever present connection between proverty and illiteracy and feared that there will be one Billion illiterates living on this globe unless commensurate actions are taken. He indicated that indeed literacy was more than the learning of the 3-R's; it was the process of conscientization to critically reflect on one's situation. He warned, however, that the teaching of literacy must not be overloaded initially. We may begin by teaching to read the word, and slowly integrate with it, teaching to read the world, within an organic process of continuing education.

In his own words:

At the beginning of the Third Development Decade, the industrial and developing countries undertook to critically examine their former concepts of cooperation.

In this process it became clear that development cannot be reduced to statistical values of economic growth and per capita income but that it is based on social justice. The development process should not proceed along the lines of imitating western models, but on elaborating and testing own, self-developed concepts. People cannot be developed from outside. It is up to them to develop themselves, and it is the objective of every type of development policy to create the prerequisites and possibilities for this process.

Independent development in Third World countries is not possible without large-scale basic education programs. The problems of poverty and illiteracy overlap. The 800 million illiterates are among the poorest in this world. If even after extending the primary school system, we do not succed in implementing basic education programs oriented towards the needs of the population, we will have about one billion illiterates in this world by the year 2000.

As is well known, basic education programs do not only aim at teaching the alphabet; they also seek to impart the knowledge and skills required for improving living conditions, and to initiate the comprehensive process of conscientization which induces people to critically reflect on their situation, to

47

shape their own environment and actively participate in the development process. Basic education programs thus ulitmately serve the liberation of the people as defined at the Persepolis Conference in 1975.

Yet all this cannot be achieved by literacy campaigns alone, which must be envisaged as short-term projects if they are to mobilize large numbers of the population. The experience of the past decade indeed shows that literacy programs should not be overloaded. Learning to read, write and calculate, which often implies learning a second language, is difficult enough. Thus, if the first phase is limited to reading, writing and arithmetic only, post-literacy and continuing education programs become even more necessary to consolidate that which has been learned and to induce youths and adults to continue learning in their occupational, social and cultural environment or within the formal education framework and thus to learn not only »to read the word but the world,« as formulated at the Persepolis Conference.

The Federal Republic of Germany knows that basic education is a sensitive sector which the Third World countries want to extend independently according to their own concepts which reject foreign cultural influences. We know that German models are not transferable. It is, therefore, our aim to give our contribution the form of partnership cooperation and the mobilization of international expertise. The contributions of international organizations and the experience gained in large-scale campaigns may also be exemplary for bilateral cooperation, for in this way international experience can be combined with bilateral cooperation to create the scope of action required for an exchange of experience and the elaboration of new concepts.

The Federal Republic of Germany supports this important Seminar to promote dialog between Third World countries and contribute to the elaboration of new approaches to overcoming illiteracy.

It should thus be evident that we are not pursuing our own enocomic or cultural interests when we declare that we now wish to promote basic education programs to a greater extent than in the past. We especially intend to promote the following:

- School and non-school basic education programs, especially in the context of integrated rural development programs;
- Campaigns in the field of public health, nutrition or erosion preventions;
- Advanced training programs for teaching personnel in the school and non-school sectors;
- Curriculum centers for school and non-school education; and
- Centralized and decentralized production and distribution of teaching and reading materials.

The above-mentioned support measures refer not only to bilateral technical cooperation projects but also to the programs organized by autochthonous sponsor organizations.

In the past the too hasty transfer of inappropriate education concepts has more often prevented than promoted the development of an education system in the Third World. The task for the coming two decades will be to develop and implement a concept of basic education which is oriented to the requirements of the broad population. We trust that this Seminar will make a constructive contribution towards this end.

49

Mr. Moses K. Sebolai, Head, Informal Courses Unit, Ministry of Education, Botswana (left) with Prof. H. S. Bhola, School of Education, Indiana University, Bloomington, Indiana, U.S.A. Technical Director of the Seminar (right)

4. COUNTRY REPORTS

As was indicated in Chapter 2 of this report - »Planning, Organization and Procedures of the Seminar« - two sets of countries were invited to the Udaipur Seminar: (i) those who had experience in conducting reputedly successful mass literacy campaigns; and (ii) those who had recently declared such mass literacy campaigns or were planning to do so.

Of the first category five countries attended: Somalia and Tanzania; Burma and Viet Nam; and Cuba. These were five of the eight countries (the other three being USSR, China and Brazil) on which case studies had been included in the Unesco/ICAE study, *Campaigning for Literacy*. We will refer to these eight countries as »Case Study Countries.«

Of the second category of countries above - those that had recently declared a mass literacy campaign or were planning to do so - twelve countries participated in the Udaipur Seminar: Botswana, Ethiopia, Iraq, Kenya, Nigeria, Sierra Leone, Sudan and Zambia; Bangladesh, India and Thailand; and Nicaragua. We will refer to them as »New Campaign Countries.«

Reports resented by these various countries to the Seminar are included below.

51

4.1 Reports from the case study countries

The Seminar document (Unesco/ICAE study, *Campaigning for Literacy)* had included comprehensive descriptions and analyses of the literacy campaigns conducted by the »case study countries.« These countries had been invited to send participants to the Seminar to report any further progress on their campaigns and to answer any questions that participants from the »new campaign countries« might have. Presentations made by the »case study countries« are included below in full or slightly abridged as follows:

4.1.1 Somalia
4.1.2 Tanzania
4.1.3 Burma
4.1.4 Viet Nam, and
4.1.6 Cuba.

52

4.1.1 Somalia literacy campaign

From a presentation made by Abdi Heybe Elmi, Director, Department of Non-Formal Education, Ministry of Education, Mogadishu, Somalia

Somalia is culturally, ethnically and religiously a homogeneous collectivity. Inspite of the fact that the Somalis speak one language, before 1972, English, Arabic and Italian were the administrative languages and the media of instruction. In 1972, the Somalia language was scripted with a modified Latin script.

1. Background and context

At that time the illiteracy rate was 95 %. The military government that came to power in 1969, made the eradication of illiteracy a priority item in its first and second charters, rightly believing that eradication of illiteracy was a prerequisite for social and economic development. Immediately the language was scripted and a number of steps were set in motion. I would like to state here that the literacy campaign was the climax of several campaigns launched prior to it, namely, political sensitization campaign, environmental sanitation campaign, and campaign against tribalism. The literacy campaign was only started when the masses had been politicized.

The steps taken were:

(a) The civil servants were taught how to read and write the Somali script. They were given 3 months to pass an examination or else face dismissal from service. As a result of this, Somali was possible to be made the official language of the country on January 1, 1973.
(b) In March 1973, an urban literacy campaign was launched which reached 400,000 people in urban areas.
(c) In August 1974, the rural development and literacy campaign was launched. My discourse will be limited to the highlights of this campaign.

First, it was declared that illiteracy will be eradicated within two years, during the first year from urban areas and during the second year from rural areas.

The Rural Literacy Campaign was renamed the Rural Development Campaign to include objectives of development programs, though literacy remained central to the total set of objectives. The Rural Development Campaign included as part of its objectives: (a) The eradication of illiteracy from among rural populations; (b) Public health improvement; (c) Animal health training; and (d) Census of people and animals.

The Rural Development Campaign was more difficult compared to the urban one. Some of the factors that contributed to its difficulty and complexity were:

(a) The nature of the population that had to be served was composed of nomads and semi-nomads who were: (i) perpetually on the move in search of water and grazing for their animals; (ii) patterns of their movement was not charted; and (iii) few among them, if any, could be mobilized as literacy workers.

(b) The environment was harsh and a very severe draught necessitated that the campaign be somewhat prematurely closed, i.e., seven months after it had been started.

II. Political framework

The launching of the campaign was conditioned by the socioeconomic situation of the country, and the necessary impetus was provided by the political commitment of the military government.

As previously mentioned, the illiteracy rate then was 95%, the per capita income was $ 70, and for hard currency earning the country largely depended on the exportation of livestock. In order to make any headway in our development efforts, we had to raise the standard of living and productivity rate of our rural people who are the backbone of our economy.

In such a situation it is difficult to imagine a set of conditions which will preclude the launching of a mass literacy campaign, provided the political will exists. In our case it did. The government rightly believed that since the political will is there, organization can be built and public and private resources can be mobilized.

III. The administrative and organizational setting

The organizational framework developed from the needs of the campaign. The following committee structures were formed:

1. A Central Committee was the policy making organ.

2. A Central Office, manned by professional representatives of the agencies concerned, served as a co-ordination and clearing house for literacy information and logistics.

These committees were replicated at the Regional and District levels, but since the District was the operational center of the campaign, there was a District Inspection Committee which was to supervise the operation.

3. To facilitate work and to guarantee effective communication with the front-line workers, each District was sub-divided into smaller units which had their committees. These committees were composed of community representatives and teachers and were chaired by the community headman.

The committee structure for the campaign in integration with the political and administrative structure already established, made possible both vertical and horizontal co-ordination within governmental institutions as well as mass participation.

IV. The plan and preparation

By way of planning and preparation, the following steps were taken:

(1) A campaign law was enacted.
(2) A symposium for all local administrative personnel was convened.
(3) A publicity campaign in urban areas, targeted towards students, parents, teachers and voluntary literacy workers, was launched. The orientation centers were used to organize symposia, lectures and plays on the campaign. Radio, newsletters, newspapers, and street displays were all put to work to drive home the importance of the campaign and the need to contribute to its success.
(4) Simultaneously, mobilization of the potential learners continued in the rural areas. Symposia were conducted for rural community leaders to prepare them for mass mobilization and to impress upon them the value of self-help for self-development.
(5) The learning material was printed in conjunctin with a teachers guide.
(6) A teaching kit, containing chalk, pen, pencil, rubber and sharpener; a small water container; and a blackboard made in the form of a folding box which will contain all these items were provided to each teacher.
(7) A law for universal primary education was enacted.

V. Community participation

The masses as communities and as individuals participated and considerably contributed to the success of the campaign. Representatives of communities were involved from planning to implementation stages of the campaign. Out of 60,000,000 Somali shillings estimated for the campaign expenditure, 25% was paid by the masses in terms of feeding and giving abode to the campaign workers.

VI. Problems encountered

The following set of problems were encountered:

(a) The initial public mistrust of students as literacy teachers, and worries of students' parents
(b) Serious shortcomings of instructional materials
(c) The mobility of the target group, and
(d) Communications.

VII. Follow-up programs

Because of the experiences gained from the mass campaign, we opted that any follow-up programs undertaken be selective in nature and content. For the time being we are involved in:

(a) Women education
(b) Nomadic education
(c) Skill development programs
(d) Adult evening classes
(e) Educational radio programs.

To implement these selective programs, we are extending support facilities to Regional Adult Education Centers in the regions.

An open-air class (Tanzania)

57

4.1.2 The Tanzanian mass literacy campaign: 1971 - 81

From a presentation made by Z. J. Mpogolo, Director of Adult Education, Ministry of National Education, Tanzania

I. *Introduction*

Tanzania lies on the East coast of Africa covering an area of 362,820 sq. miles. It is bordered by Zaire and Burundi in the West; Kenya and Uganda in the North; and Zambia, Malawi and Mozambique in the South. The climate and the natural vegetation vary from one region to another. The coastal belt is hot and humid. The central plateau is hot and dry, with short periods of rainfall. The semi-temperate highlands and the populous belts around Lake Victoria (Nyanza) constitute the best farmlands.

At independence, Tanzania had a population of about 9 million people. The statistical data provided by the 1978 census show that the population now stands at 17,551,925. It is estimated that there is a population growth of 3.3 per cent per annum. About 90 per cent of the people live in the rural areas.

There are three major racial groups in Tanzania, namely, Africans (constituting 98 per cent of the population), Asians and Europeans. The African population is composed of 126 ethnic groups. Despite diverse traditions, these groups are unified by the Swahili Language which is both the official and national language of Tanzania.

Economically Tanzania is an agricultural country. Agriculture provides 38 per cent of the Gross National Product and over 80 per cent of foreign exchange earnings. The major agricultural cash crops are cotton, coffee, tea, sisal, tobacco, cashew nuts, sugar, pyrethrum, oil seeds, maize and wheat. There are a few processing industries such as coffee curing, cotton ginning and sisal decorticating. The manufacturing sector is mainly engaged in import substitution. Nevertheless, some of the essential commodities such as cement, iron sheets, paper and farm implements are being manufactured on a small scale.

One long-standing criticism against secondary education inherited at independence in 1961 was that it did not offer any employable skills. Recent efforts will make this observation less true in the near future. The tertiary, or third level cycle of education is now characterized by a heavy emphasis on professional and vocational studies within Tanzania. High-level skills are in great demand and the facilities availiable are far from adequate. Tanzania, therefore, still

sends students abroad for training at this level. Significantly, more than 10 per cent of the educational budget is used for adult education.

2. *Historical background*

During the colonial administration, literacy activities started after the second world war which ended in 1945. Centers were opened for ex-army men. In 1949 the Social Welfare department extended its services to include adult education in urban centers. In 1961 at independence, the illiteracy rate in Tanzania was 75%. A Ministry of Community Development and National Culture was formed and charged with the responsibility of mobilizing people for social and economic progress. According to a report on adult literacy and post-literacy education in Tanzania, by 31st January, 1965, there were 7,257 literacy classes with a total enrollment of 541,562 adults of whom 206,214 were men and 335,348 women. In addition to these classes, there were 440 follow-up classes (English and arithmetic) with a total enrollment of 14,043 adults; and 1,914 women groups (cooking, sewing, embroidering, child care, etc.) with a total enrollment of 112,739.

Up to July, 1969, when the literacy and adult education activities were transferred to the Ministry of National Education, about 600,000 adults had passed through adult education classes. Qualitatively, during the period of the 1960s, adult education and literacy activities lacked, first, an ideology to give them clear objectives and goals. Secondly, lack of ideology led to the lack of national strategy and administrative structure. Thirdly, there was little or no coordination and no substantial financial commitment by the government. Fourthly, these uncoordinated efforts could not give the nation a basis for the evaluation of effectiveness of literacy efforts. Fifthly, adult education was wrongly taken to the synonymous with literacy classes for learning the three R's.

3. *The driving forces and purposes*

The Tanzanian literacy campaign came as the natural culmination of a decade of political developments. The developmental ideology of Tanzania found a bold and clear expression in the Arusha Declaration of 1967 adopted by the Tanganyika African National Union (TANU) which in February, 1977 merged with the Afro-Shirazi Party of Zanzibar to form the new party Chama Cha Mapinduzi (CCM). According to the Arusha Declaration - the most important political document of post-independence Tanzania - the nation was to

work for socialism and self-reliance. Self-reliance was to be pursued at all levels - national, community, and individual. At the national level, it would mean creating a non-dependent political economy; at the community level, it would mean creating self-governing village communities, producing and consuming in family-hood in the spirit of Ujamaa; and at the individual level, it will mean education for both economic production and political participation.

The five-year development plans of the government - (1964-1969) and (1969-1974) - were to be instruments for bringing about socialism and self-reliance. In introducing the first five-year development plan in his address to the Parliament on 1st May, 1964, Mwalimu Nyerere said, among other things, that »first we must educate adults. Our children will not have an impact on our economic development for five, ten or even twenty years.« Adults have immediate use for adult education.

The second five-year development plan (1969-74), which came after the Arusha Declaration, was directly aimed at the implementation of socialism and self-reliance; and, thereby, at mass education, to enable people to become both intelligent and willing agents of transformation of their own realities. On December 31, 1969 the President in a New Year speech to the nation, said: »Although there had been a lot of talk about education for adults and quite a lot of people have been working in this field, we had not yet really organized ourselves for a major attack on ignorance. The central committee of TANU has decided that we must do this in 1970. The coming twelve months must be 'Adult Education Year' and we must give this work a very high priority.«

On December 31, 1970, the President made a second appeal to the nation on behalf of adult education and directed that illiteracy be eradicated completely from six districts - Mafia, Ukerewe, Kilimanjaro, Pare, Dar-es-Salaam and Masasi - before the end of the year 1971. By September 1971, TANU had resolved that illiteracy should be eradicated from all over Tanzania in a period of four years, for every one above the age of ten, using functional literacy approach.

As President Nyerere said in *Freedom and Scialism* (Page 269): »The educational system introduced into Tanzania by the colonialists was modelled on the British system, but with even heavier emphasis on subservient attitudes and on white collar skills. Inevitably, too, it was based on the assumptions of a colonist and capitalist society. It emphasized and encouraged the individualistic instincts of mankind, instead of his co-operative instincts. It led to the possession of individual material wealth being the major criterion of social merit and worth.« In post-indepence Tanzania, education hat to serve socialist ends. Socialist education had to have a corrective or remedial aspect as well as a

constructive one. Colonial values had to be removed from the people and correct socialist ones implanted in their stead.
The Tanzanian mass literacy campaign was, thus, conveived in the context of Tanzania's adult education policies; indeed, within its overall perspective on development. The objectives and purposes of the mass campaign were inherent in the development approach itself. These objectives, to restate them beliefly, were at the same time economic and technological, sought conscientization and communitarianism; a new political culture, in sum, a new society.

4. *Preparation for the campaign*

The mass literacy campaign of Tanzania did not have a formally planned preparatory phase, but the ground had been prepared long and well for the launching of the mass campaign over the last many years.
As the party resolved on the eradication of illiteracy in September, 1971, the UNDP Work-Oriented Adult Literacy Pilot Project, 1968-72, was almost behind them. The WOALPP (and its successor project Tanzania/UNDP/Unesco Functional Literacy Curriculum, Programs and Materials Development Project) made some important contributions to literacy work in Tanzania and to the 1971 mass campaign which add up to an impressive list indeed:

(a) It trained a whole cadre of specialists in literacy work who later provided the much needed technical leadership to the mass campaign of 1971-81.

(b) It made the concept of work-oriented functional literacy operational, by producing and testing a variety of materials for specialized groups such as cotton farmers, banana growers, cattle raisers, fishermen, home economists, etc. It was this work which made it possible for the mass campaign later to combine the mass and the selective approaches, by using twelve different sets of primers, teacher guides and demonstration manuals.

(c) It developed innovative methods, strategies, and structures to implement literacy programs in the context of Tanzania such as: writers' workshops to produce primers and follow-up reading materials and rural newspapers; training teams for the training of literacy teachers at the regional and district levels; organization for field work and supervision; and tools and instruments for collection of data on the program.

5. *The conduct of the campaign*

The Ministry of National Education in Dar-es-Salaam provided the central direction to the mass campaign. The literacy office in Mwanza which had implemented the two UNDP projects on functional literacy (1968-72; and 1973-76) provided the much needed technical assistance in training, instructional materials production, field organization and evaluation.

Classes are conducted in all possible locations - schools, specially constructed centers, health centers, co-operative buildings, offices, factories and under the trees, in the open. Typically, 30 learners are enrolled in a class; and classes meet three times a week for two hours each day. The estimated number of illiterates 10 years and older at the time of launching the campaign in September 1971 was 5,200,000. The enrollment figures available for the years 1970-81 are as follows:

Year	Enrollment
1970	261,369
1971	908,351
1972	1,508,204
1973	2,989,910
1974	3,303,103
1975	5,184,982
1976	5,255,560
1977	5,819,612
1978	5,960,442
1979	6,001,266
1980	6,068,373
1981	6,099,197

Three national tests were condected in Tanzania in August 1975, August 1977 and August 1981. The results were as follows:

August 1975:

	Total illiterates	Registered	Appeared for the Test
M,F	5,860,473	5,184,982	3,806,468
M	2,561,211	2,287,921	1,738,406
M	3,299,216	2,897,061	2,068,062

Achievement by levels were as follows:

Level III and IV	1.40 million	37%
Level II	1.35 million	35%
Level I and below	1.05 million	28%
	3.80 million	100%

Illiteracy rate was reduced from 67% of the 1967 census to 39%. By September 1977, as many as 140,829 new illiterates had been added to the population to bring the cumulative estimate of total illiterates to 5,819,612. Those expected to take the test in August 1977 was estimated at 3,545,796. Actual participation, however, was: M - 1,066,750; F - 1,279,395; and total M,F - 2,346, 154.

August 1977:

Level	Male		Female		Total
Below I	81,767	38%	129,827	62%	346,154
I	200,325	38%	327,541	62%	527,866
II	330,716	41%	469,557	59%	800,273
III	254,102	54%	216,906	46%	471,008
IV	199,849	60%	135,564	40%	335,413
Total	1,066,759	45%	1,279,395	55%	2,346,154

The illiteracy rate was reduced to 27%.

By September 1981, 97,931 new illiterates had been added to the population. Those expected to take the test in August, 1981 were estimated at 3,524,442 (men: 1,400,237 and women: 2,124,205). Those who participated in the test were 3,107,506 which is equivalent to 88%. Of these men were 1,230,832 and women 1,876,674.

August 1981:

Level	Male		Female		Total
Below I	273,972	30%	644,445	70%	918,417
I	260,373	33%	519,592	67%	779,965
II	205,147	41%	291,401	59%	496,518
III	228,777	50%	228,363	50%	457,140
IV	262,563	58%	192,873	42%	455,436
Total	1,230,832	40%	1,876,674	60%	3,107,506

The illiteracy rate was reduced to 21%.

6. *Pedagogical aspects*

(a) Multiple literacy primers:

Tanzania is fortunate in having to use only language of literacy - Kiswahili. Twelve different sets of primers were used after they were developed and tested by the UNDP/Unesco projects, namely: cotton primers I and II, banana primers I and II, home economics primers I and II, fishing primers I and II, cattle primers I and II, tobacco primers I and II, maize primers I and II, rice primers I and II, cashew nuts primers I and II, coconut primers I and II, political education primers I and II and wheat primers I and II.

Each primer set was accompanied by a teacher's guide. Primers on home economics and on agricultural topics also had demonstration guides for making practical demonstrations. During 1972-1975, some 25 million primers and 1.25 million teacher's guides were produced and distributed.

The primers use an eclectic method of language teaching. The primers start with simple sentences with functional meaning. The sentences or phrases are taught first, then the words, then the syllables, since Kiswahili is a syllabic language. Then the syllables are used to generate new words already in the voca-

bulary of the adult learners. Writing and simple arithmetic are integrated into the teaching of reading from the very early stages. Instructional materials are provided free of charge to the learners and adults with poor eye-sight are provided with spectacles.

(b) Training of adult education personnel:

(i) The Institute of Adult Education:

Conducts courses for Diploma in Adult Education for Adult Education Co-ordinators and Workers' Education Officers, since July, 1969.

(ii) University of Dar-es-Salaam:

Offers degree courses on Adult Education. About 20 students graduate from the University every year.

(iii) Colleges of National Education:

Training in adult education methodology is being offered to all teachers aspiring to teach in primary schools. The tutors in these colleges have been trained by the Institute of Adult Education or the Unversity of Dar-es-Salaam since 1971.

(iv) Regional Training Teams:

There is a permanent team in every region whose task is to train teachers of functional literacy, most of whom are voluntary teachers. A training team is drawn from Regional Adult Education Co-ordinators, Ujamaa and Co-operative Officers, Adult Education tutors from Colleges of National Education, Agriculture Officers, Secondary school teachers, National Service leaders and Resident tutors of the Institute of Adult Education.

(c) Writers workshops:

Writing of primers was decentralized using local experts and Colleges of National Education situated in the regions. The UNDP/Unesco pilot project con-

ducted a course on pedagogy for two tutors from each College of National Education with the Co-ordination of regional Adult Education Officers. After the course, the tutors with local officers, were assigned the task of writing the primers. Each workshop comprised one Agricultural Officer, one Swahili language expert, one graphic and layout expert and one adult education expert. After the regional workshops had completed their task the manuscripts were forwarded to the pilot project for editing and authorization for printing.

7. *Monitoring of progress and evaluation*

National literacy examinations:
National literacy examinations are conducted regularly and so far three such tests have been administered. The tests are prepared by an ad hoc national committee and are administered by special testers from the Party, the government, parastatal bodies, Colleges of National Education, University, army and the churches.

Quarterly reports:
Regional, District, Division and Ward Co-ordinators submit, to higher authorities, quarterly reports according to special guidelines given.

Class attendance registers:
The quarterly reports depend on the information collected from the literacy classes which include name of the literacy class, date started, literacy sessions held and attendance.

Field visits:
Headquarter staff as well as Regional, District and Ward Co-ordinators regularly visit literacy centers.

Questionnaires:
Information on programs such as radio education, rural libraries, film education and Folk Development Colleges is obtained using questionnaires.

Evaluation reports:
The UNDP/Unesco project's first phase (1968/72) and second phase (1973/76) were evaluated by Unesco team of experts and national experts assessing the performance of the projects in relation to their intended objectives and reports were used to plan subsequent literacy programs. Also, evaluation has been

done on radio education, rural libraries and rural newspapers and reports are available.

Annual conferences, correspondence and circulars, and competitions:
These are regularly used to reinforce monitoring.

8. *Effects of the campaign*

It is a well known fact that apart from the functional literacy programs and projects being conducted and co-ordinated by the Ministry of National Education, there are other agents of change at work, conducting projects such as: the maize project, the cotton project, the afforestation campaign, improved housing campaign and so forth.
Due to the many different agents at work parallel to adult education programs evaluators find it difficult to claim categorically that adult education in particular has played a major role in changing, say, occupational skills in growing cotton or maize. However, ways and means are being sought out to better evaluate the total impact of all adult education programs and other supporting programs. In numerical terms, the effects of the mass campaign have already been indicated. Illiteracy is down to 21% and 3,1322,000 have become literate since the campaign started. Individuals have changed their attitudes, thinking and feelings. They have lost their state of marginality, alienation and fear. They have become self-confident and assertive. In larger social terms, the most important influence of the mass campaign and of adult education in general is the political culture of Tanzania. The campaign has led to Universal Primary Education, and by 1981 the enrollment was 97% of all the primary school going age. There is a great demand for newspapers and books causing shortages of them, as well as demand for soap, cooking oil, bread and butter, etc.

9. *The post-literacy programs*

The specific objectives of post-literacy are: (i) To ensure retention of attained literacy capability so that the neo-literates do not relapse into illiteracy; (ii) To create literacy environments in the rural areas through a network of rural libraries, rural newspapers, Folk Development Colleges, correspondence education, radio programs, cinemas, and development campaigns; (iii) To provide an alternative system of education of educational advancement of primary and secondary school dropouts and the whole adult population; (iv) To enable

adults to broaden their knowledge of the official and national language and English as the second official language; (v) To provide political education to adults; (vi) To improve the knowledge and skills of adults in such fields as agriculture, handicrafts, home economics, health and water supply; (vii) To give adults an understanding of simple national economics and economic geography; (viii) To give adults mathematical knowledge useful in their daily activities; (ix) To increase the knowledge of Tanzanian and African history and culture; (x) To develop democratic and co-operative knowledge and skills among adults; (xi) To help adults develop leadership skills and attitudes; and (xii) To achieve a wider understanding of the world.

Rural newspapers, rural libraries, correspondence education, film education, instructional radio, Folk Development Colleges and postliteracy textbooks for levels 5, 6 and 7 constitute some of the present post-literacy strategies. They were introduced at different times according to demand, availability of resources and the expansion of literacy.

10. Lessons from the Tanzanian campaign

(i) Political will:

Tanzania could declare and implement a mass campaign because it had the political ideology of socialism and self-reliance. Once it found the political justification, it produced the needed structures and it allocated the needed resources.

(ii) *Self-reliance:*

The nation spend more than 10% of its education budget on adult education every year. But self-reliance is emphasized in all adult education activities and voluntary service by party, government and private employers has generated additional resources.

(iii) *Integration:*

Adult Education in Tanzania is totally integrated with development plans.

(iv) *Co-ordination:*

A system of co-ordination has been worked out to ensure participation in planning and implementation of adult education programs by the learners themselves, literacy and adult education officers, Party, government, voluntary agencies and other private institutions. There are adult education committees for the class, village, ward, division, district and region. The National Council

of Education to advise the Minister of National Eduaction, draws its membership from Party, government ministries, parastatal and private organizations and has a sub-committee on Adult Education.

(v) *Continuum:*
In Tanzania literacy and post-literacy are conceived and developed as a continuum. There are four levels in the literacy stage after the completion of wich the neo-literate of level IV is enrolled in Level V of post-literacy stage which goes up to Level VII and each stage is completed in two years. Eleven books in political education, Swahili language, agriculture, mathematics, home economics, handicrafts, history, geopraphy, English, health and political economy have been written and printed for the post-literacy stage.

(vi) *Structural development:*
At the center, there is a Directorate of Adult Education as one of the nine departments of the Ministry of Natioal Education. There are Regional, District, Divisional and Ward Adult Education Co-ordinators that provide a national network of administration.

(vii) *Interlinkage:*
All the post-literacy learning strategies have interlinkages which reinforce the program as a whole. For example:
Rural libraries: Used for radio discussion groups; receive one copy of each zonal rural newspaper; used by correspondence course learners for reference work.
Correspondence education: promote reading, writing and arithmetic skills in their courses.
Rural newspapers: publicize rural adult education programs and timetables; publicize correspondence courses, rural libraries and Folk Development Colleges activities, postliteracy textbooks; reproduce radio programs.
Folk Development Colleges: Each FDC has a rural library; receives a copy of each rural newspaper; has a radio discussion group; conducts courses on literacy and post-literacy for teachers and supervisors.

(viii) *The role of the Party:*
The role of the mobilizational agent, in this case the TANU (now CCM) Party, is brought home once again. While the government had established an extensive structure for Adult Education, it still made use of the Party cadres, literacy committees and volunteers to make the campaign a people's campaign.

A Tanzanian mother - with baby and primer

70

4.1.3 The Mass Literacy Movement in Burma

The participant from Burma, U Kan Nyunt, Basic Education Department, Ministry of Education, Rangoon, Burma, invited the attention of the Seminar to the case study on Burma, entitled, »The Mass Literacy Movement in Burma: From the 1960s into the 1980s,« included in the Unesco/ICAE study, *Campaigning for Literacy*; and introduced the following statistical information by way of an update.

Literacy in Burma
Table of Achievements

Year	Number of townships	Number of townships where literacy succeeded	Number of literates	Number of voluntary workers
1969	4	4	85,646	7,679
1970	8	8	89,011	14,632
1971	27	27	397,370	90,404
1972	32	32	268,414	94,036
1976	6	6	66,619	11,279
1978	14	12	95,320	18,973
1979	16	14	115,760	31,645
1980	24	19	137,645	34,207
1981	65	31	48,423	6,895*
Total	196	153	1,304,208	309,750

* Volunteer teachers from universities, colleges, institutes etc.

71

4.1.4 Recent work in Vietnam on the Eradication of Illiteracy and Follow-up Education

From the presentation made by Honorable Ho Truc, Vice Minster of Education, Ministry of Education, Hanoi, Vietnam

The work of eradicating illiteracy and raising the people's cultural standards, carried out for 35 years in Vietnam, has scored encouraging results. Out of a backward colonial country with more than 90% of the population illiterate, Vietnam has become a completely independent state, with over 90% of the population fully freed from illiteracy; and a great number of youths finishing secondary education of 1st and 2nd degrees. Before the August revolution of 1945, there were merely 500 university students in the whole country; and the number of intellectuals could be counted on the fingers. At present, our universities and colleges are seating a student body of more than 80.000 and have already turned out tens of thousands of qualified cadres. These results account for our government's and people's interest and effort in the educational and cultural field.

On adult education in particular, we believe, Mr. Bhola's report, *Campaigning for Literacy*, is clear enough. At this seminar we would like to provide you with some further knowledge of our illiteracy eradication and follow-up education carried out in the recent years.

1. *The eradication of illiteracy and the complementary education in Vietnam have been carried out mainly in wartime circumstances.*

As has been known to you, our patriotic war had last for 30 years. Some may have thought the development of education was impossible in the wartime, and, in fact, during the Second World War, education in many countries had ceased. But our Party and government kept stressing the educational work where possible, in spite of the protracted war. The motto »Fight, work and study at the same time,« was put into practice and during all the past 30 years there had been no cancelling of any graduation examinations and all the educational branches grew ever better. During the war against old colonialism, our people in many villages kept attending classes in the evening and fought their enemy's operation in the day-time, and for them »Learning also meant fighting the enemy.«

The same can be said about the period against neo-colonialism; people in many parts of the country kept going to classes conducted in deep trenches and tunnels after their battles against air attacks; the mo[illegible] »Go to class under the bombing,« »Drown out the bombing with singing« could be heard everywhere. At times the classrooms were bombarded and there were casualties. But the people's campaign only gained more momentum, and more interest because in these popular classes, learners were not only provided with the reading and writing skills but also with adequate understanding against bombings and chemical weapons.

Our war-time complementary education had helped train out tens of thousands of cadres with primary and secondary education standards capable of accomplishing their tasks; and had provided tens of thousands of youths with scientific and technical knowledge required in fighting and production.

Our 30 years old adult education has freed more than 15 million laborers from illiteracy. That and the development of general education for the children have explained why 90 % of our population are now literate. Our eradication of illiteracy has, in fact, made its worthy contribution to the liberation of the country.

2. *The anti-illiteracy work in Vietnam is a mass campaign*

As mentioned in Mr. Bhola's report, *Campaigning for Literacy*, the literacy work in Vietnam has experienced 4 big campaigns, each having encouraged millions of people to go to school: in 1946 alone, more than 3 million were freed from illiteracy, and nine million within the next 9 years against old colonialism. The anti-illiteracy campaign in 1956-1958 alone had brought literacy to over 2 million. And after the liberation of the South approximately 1.5 million became literate.

The literacy work in Vietnam is, thus, not selective but massive with the participation of both the learner and the teacher. It is massive, because first and foremost the political guidelines are sound and timely. Right after the August Revolution our late President Ho Chi Minh and our young State had stressed that illiteracy was one of the nastiest leftovers from the colonial regime - as colonialism's resort to »obscurantism« as a means with which to rule the colonized peoples. The people are now the masters of their own country, and therefore, they must be freed from ignorance. And our President Ho Chi Minh attached the same importance to the eradication of illiteracy as to the annihilation of the agressors. Moreover, the illiterates among laboring people are large in number, the selective measure could never do, and the work could only be accomplished with mass campaigns.

73

These campaigns were carried out mainly on the basis of the people's consciousness, their confidence in the Revolution. And these campaigns were often launched on the occasions of historic events, such as: the triumph of the August Revolution, the victory at Dien Bien Phu or the liberation of the South and the reunification of the country.

When everyone is in high spirits, their participation in the campaign is often voluntary. Many of the young intellectuals took an active part in the illiteracy campaigns; and many of them voluntarily left cities for remote villages in spite of all hardships, wishing to bring literacy to their countrymen. They have set up a lot of bright exemples such as old Mrs. Tu, aged 70, rowing to teach literacy classes; or Y. Zung, a young girl of 18, leaving her city for the mountainous villages as a literacy teacher; or Miss Nguyet Trag who was drowned crossing the river on a stormy night to meet a literacy class; and such as Son and Thien murdered by hooligans while going through a forest to a literacy class in Dak Lak province. Imbued with the policies of the government, and aware of their new life free from ignorance, many old people of 60 or 70, attended literacy classes regularly and were able to read and write. And they themselves were an effective source of encouragement to their children.

Once the campaign was massive rather than selective, all the difficulties in material could be easily overcome with all kinds of initiatives. That constitutes the key to success in every literacy campaign in Vietnam.

3. *The central aim of literacy work in Vietnam is first of all to enable the people to read and write the Quoc Ngu (National script)*

The final aim in raising the people's cultural standard is, of course, to provide them with knowledge useful for life and work, but, it takes a long course of time and it can also be achieved by various means: school attendance, listening to lecturers, self-education, etc. And we, the Vietnamese educational workers, have realized that the first step of importance is to rapidly enable the people to read and write their national script and considered these skills the most essential means to their further education.

When the learners are able to read and write, they can continue their learning by either attending follow-up classes or self-teaching by means of reading newspapers and books. Therefore, in our working out syllabus for all levels ranging from primary to secondary, we lay much emphasis on the improvement of the methods of teaching reading and writing Vietnamese, enabling the learner to acquire literacy in the shortest possible time.

Our experience have shown that a cultural mass campaign should not be too long, as the learners will be disheartened when they find themselves still unable to read newspapers on their own after a long period of time, and hence the breakdown of the campaign.

At the early stage, we do not introduce in great quantity the functional and professional knowledge in the curriculum, but concentrate on implementing the reading and writing skills by means of interesting and substantial texts. After many improvements and modifications, we have been able to reduce the time required for acquisition of the two skills from 1 year to 6 months, then 3 and 4 months. Our latest method can enable the learner to read and write within 35 days with 25 lessons.

When the learner is able to read with ease and fluency, he may carry on his study with a happier heart and ensure his literacy, enriching his knowledge of life and production. Those learners who due to different reasons, can not continue post-literacy schooling, may consolidate their reading and writing skills by reading newspapers, so the possibility of relapse into illiteracy is scare. The relapse is only 3-5% and mainly among old people and minority groups whose contact with new culture is scarce.

Launching a campaign is really important, but maintaining it is even far more important. Apart from the launching of a campaign, there must be frequent maintenance by incentives from the State and the people, by means of the exchanges of experience, investigations, conferring of commendation papers or medals, etc. In spite of all these initiatives, however, the interrelation between the content, method of study and the literacy campaign, always take the first importance. The good methods and sound content will speed up the learner's progress.

In the present time, 90% of our population are able to read and write, those remaining illiterate are mainly in the mountainous regions. And in the delta provinces the laboring people are continuing their learning in the 2nd, 3rd and 4th grades.

Besides 2,000 on-the-job schools for our youths and cadres, we are now operating more than 200 concentrated intensive complementary education schools for 50,000 students within that coverage. The annual body of adult learners both on-the-job and concentrated, comes up to one million.

*

»Continue the eradication of illiteracy among the remaining illiterate, raise the people's cultural standard, set the criteria for the best cadres' and youths' standards at a required level.«

75

To accomplish this, in the next two 5-year plans, we expect to carry out the following:

1. *Organize literacy campaign in the minority groups*

Our government has offered to help the minority groups to develop their own culture · Those groups having their own written languages, literacy work can be done with these languages as language of literacy. For those not having their own written language, or on a voluntary basis, Vietnamese can be the language of literacy, hence facilitating the communication between different nationalities. We have successfully carried out a research and experiment on teaching Vietnamese to minority people through 4 grades. Nevertheless, the organization of schools and the recruitment of teachers remain a difficulty. The literacy work in mountainous regions will be done step by step, giving first the local cadres a good command of Vietnamese, then theaching literacy to the common people.

2. *Continue the popularization of primary education for people in the deltas and in newly liberated province of the South*

The popularized primary education covers 3 post-literacy grades. The popularization aims at strengthening literacy and providing the learner with further understanding of technology, production and new way of life. Knowledge of the 4 fundamental operations of calculation and fundamental knowledge of geography and history are considered essential.
Our experience has shown that the learners often grow self-complacent when they are once able to read and write, so the number of learners mobilized drops by 40 - 50 % as compared with the first stage. More attention has been paid to the young people in the age-group under 40. We expect to popularize primary education to all people in the deltas in 5 or 10 years' time.

3. *Organize talks and lectures on professional and technical questions for rural inhabitants*

Our investigation has shown that the rural population does not actively take part in library and club activities. To supply them with an understanding of practical life and production, we have experimentally carried out talks on

scientific problems for one year now with good results and will continue for another year before the widespread movement in different provinces.
The problems which interest the rural population are often substantial: ranging from rice planting, pig-raising, family planning, hygiene, prophylaxis, birth control, to the prevention of electrocution, etc. To achieve this, we have surmounted many difficulties in terms of material: film strips. projectors, electricity and the printing of the documents.

4. *Ensure the continued schooling for excellent cadres and youths*

There exists at present, the system of concentrated, well-organized schools for village and district cadres. But some of key cadres cannot leave their work, for they are fully occupied. And they should arrange so that every one of them can go to school in turn. At the same time, there must be spare-time classes to facilitate their regular attendance. We are making every effort, so that in 5 or 10 years' time all village cadres will have acquired a secondary level knowledge of agricultural technology; district cadres and young elites will have acquired a tenth-form knowledge, and a high-school level knowledge of science and technology. Our state has set up such criteria for the cadres to strive for.
To accomplish this we have adopted such measures as:
1. Place the problem of the adult learner's psychology in consideration and attach significance to the problem as an important subject under research for the committee for the Reform of Adult Education. The final aim of the research is to work out the syllabus and textbooks suited to the characteristics and needs of the adults and useful for the real life.
2. Speed up the training of literacy and complementary education teachers. There must be refresher courses annually. We are now considering whether to train this kind of teachers in our formal teachers training schools so as to acquaint them with their future work.
3. We will coordinate more closely with different organizations such as the Youth Union, Trade Union, Women's Union in the adult education field, and at the same time take a good advantage of other economic branches.
Last of all we do expect frequent exchange of experience with and assistance from other international friends in the educational field.

77

4.1.5 The cuban literacy campaign

The participant from Cuba, Dr. Fernando Garcia Gutierrez of Instituto Central de Ciencias Pedagogicas de Cuba, Ministerio de Educacion, Habana, Cuba, invited the attention of the Seminar to the case study on Cuba, entitled, »The Cuban Mass Litercay Campaign, 1961,« included in the Unesco/ICAE study, Campaigning for Literacy, and wished to bring to their special attention the following:

1. Cuba had deliberately avoided the institutionalization of training of literacy teachers. Initial training was no more than one week and further training took place as part of working on the job of being a teacher. Teachers were kept out of the »capitalist maze of accreditions.«

2. There had been progress in Cuba in the post-literacy area that was nothing less than fantastic. Battles of the Sixth Grade and of the Eighth Grade were almost behind us; and a parallel system of education for working adults during their spare time had come into being. On the other hand, post-literacy materials were available in a large variety and at very low costs. A book or an education record could be bought more cheaply than a bottle of soda pop.

78

4.2 Reports from new campaign countries

As part of the preparation for the Udaipur Seminar, all »new campaign countries« had been requested to elaborate a document on literacy in their respective countries, in two parts: (i) history of literacy work from the 1960s to the present; and (ii) plans for a literacy campaign or a large-scale program initiative in literacy in the immediate future, that is, during 1982–1985.

All participating countries brought such documentation to the Udaipur Seminar. It is not possible, within the scope of this report, to reproduce all documentation in its entirety. Most presentations now included below have been abridged:

4.2.1 Botswana
4.2.2 Ethiopia
4.2.3 Iraq
4.2.4 Kenya
4.2.5 Nigeria
4.2.6 Sierra Leone
4.2.7 Sudan
4.2.8 Zambia
4.2.9 Bangladesh
4.2.10 India
4.2.11 Thailand
4.2.12 Nicaragua

79

4.2.1 Botswana national literacy program

From a presentation made in behalf of the country team from Botswana (Honorable K. P. Morake, Minister of Education; Isafi P. Woto, Chief Education Officer, Department of Non-Formal Education; and Moses K. Sebolai, Department of Non-Formal Education.)

1. *Introduction*

The paper seeks to trace developments in the field of adult literacy covering attempts made from Independence (1966) up to the present.

2. *Literacy work in Botswana from 1966 to 1976*

2.1 Apart from translating the Bible into Setswana, the churches had done comparativly little in the sphere of teaching adults how to read and write, as they had done in other parts of Africa.

2.2 At Independence when the Community Development Department was created, one of its first tasks was to organize literacy classes in some villages. However, without a clear method and materials there was considerable drop-out and little, if any, success.
Since 1970 a number of other agencies have run sporadic programs. The most sustained literacy work to date has been organized by the Botswana Christian Council (BCC) in Selebi-Phikwe. The BCC runs an on-going program of evening classes in adult literacy. However, until recently this program has always relied on some borrowed materials, which although pedagogically impeccable, have a colorless, neutral content with little relevance to developmental issues which are of concern to the participants.

2.3 In 1972, the Division of Extra-Mural Services, now Institute of Adult Education (IAE), of the University College of Botswana, tried to correct this shortcoming by experimenting with a method and materials which conveyed literacy and utilitarian knowledge about development in the same »package«. In this work the Division of Extra-Mural Services (DEMS), was influenced by

80

Unesco's »work-oriented« of »functional« literach approach which combines literacy instruction with occupational training.
Furthermore, DEMS was also influenced by the »life-oriented« approach popularized by Paulo Freire, which attempts to make the illiterate an active participant in dealing with his own problems rather than being a passive object of government information services.

2.4 Using a combination of these approaches, DEMS developed a literacy package and tested it out in the Francistown area (in the north-east of Botswana) with fifteen groups. This program was fairly successful in teaching literacy skills and in making the participants more aware of, and skilled in, agriculture, health and community development.
In 1973, a Unesco consultant, Mr. Kenneth Brooks, recommended a functional literacy program for Botswana which would attempt to eradicate illiteracy in Botswana within ten years. It was proposed to use the extension staff of each Ministry as field officers. This project was declined by the government as too ambitious and too demanding on the extension agencies who had other priorities at the time.

2.5 After 1973, interest in literacy work was diverted into other forms of nonformal education, especially, mass radio learning group (RLG) campaigns. Two national campaigns have been run to date - one on the national development plan (for 1,500 groups); and the other on government's land reform proposals (for 4,000 groups). This approach has proved to be reasonably successful in overcoming the literacy barrier (through radio and literate group leader) and putting across and getting discussion on important aspects of development.
Despite this success, it still stood out clearly that non-formal education *without* literacy will have problems of motivation and of an unresponsive audience. It was also clearly demonstrated that for any nonformal education program to be successful, it should always be based upon a program of adult literacy, with the literacy objective being one of the central objectives.

2.6 Botswana's Third National Development Plan (1973 - 78) recommended that the Ministry of Education, in consultation with other Ministries, investigate the role of literacy program in the development strategy, and where possible sponsor functional literacy programs on a local or national scale, using existing institutions and organizations as the base for action.

2.7 The Plan stated that »there is a strong *a priori* argument for a large-scale national functional literacy project.« It became obvious that a high illiteracy rate in Botswana (particularly in the rural context) makes it difficult to disseminate information and general educational materials and it hinders the transmission of feedback by those experiencing development. This is particularly so in a large country with a scattered population, where the dissemination of information cannot be by word of mouth alone.

2.8 Based on the findings of the National Commission on Education (1977), and other evidence, a national policy on Nonformal Education was drawn up, as required by the Third NDP (1973 - 76). One aspect of this was a national policy on literacy work. As a contribution to the development of policy and potential programming in this area, Botswana Extension College (BEC) developed an experimental literacy program. This project was run from August to November 1977 in Gaborone, Kweneng and the South-East District; and another campaign was launched from July to December the following year.

2.9 Following the recommendations of the National Education Commision, a Department of Non-formal Education was established in October 1978 and the BEC was absorbed into the new Department.

3. *Expansion of educational opportunities in Botswana*

3.1 There has been a rapid expansion of educational opportunities in Botswana since Independence. Consequently, the majority of children have access to primary education, and about half of primary school standard seven leavers obtain places in secondary, schools - Government aided or unaided.

3.2 However, in some respects, the expansion of primary education has fallen short of the goal of equal education opportunity, because many children at lands areas and cattle posts do not have access to primary schools. Moreover, the quality of primary education has fallen short of people's expectations and has varied from region to region and from school to school.

3.3 Nevertheless, in Botswana we are well on the way to achieving the position where every child has the chance of entering primary school, which now is provided free. But the quantitative expansion must now be matched by the qualitative improvement in the work. To this end, the Ministry of Education has embarked upon a massive program of pre- and in-service teacher training with a view to raising the quality of primary schooling.

82

3.4 But if we are to give our children the best possible grounding in education, we must not neglect the parents, since the influence of the home is more potent than that of the school in the early years. Thus, it has been decided to launch, as a complementary drive to the already described, a national literacy and basic education program.

4. *Present position of literacy and basic education program*

4.1 There are no reliable statistics of the extent of illiteracy in Botswana, but observers suggest that between 60% and 80% of the population over 16 years of age fall into this category. Many of these have never attended school; others learnt so little in primary school that they lost these basic skills.

4.2 Valuable experience was gained from the two organized literacy pilot projects of 1977 and 1978 which were referred to earlier in this paper. From this experience it stood out clearly that illiteracy can be overcome by the qualitative and quantitave improvement of primary education. But this is a long term view and the question had to be faced whether something had to be done now for those who have missed out. Furthermore, evidence gathered also indicated that the adult population of our country has perceived the need for literacy. This was most heartening.

4.3 Based on the results of the pilot projects and on the economic benefits which would flow from a literate population, as well as on the moral claim which all citizens have to a basic education, whether for economic or social reasons, a political decision was taken that an effort to overcome illiteracy is important national work of high priority. This decision was also based on the effect which a literate adult population would have on the efficacy of primary education for children.

5. *The launching of the Botswana National Literacy Program*

5.1 In 1980, the first task was to design, test and produce in bulk the teaching material needed for the first stage. The materials included primer, leaders' guide, flannelgraph and word syllable cards. The year 1980 was designed an experimental year with the program operating in five of the nine districts. Up to 10,000 learners had to be enrolled for the experimental year.

5.2. The second task was to recruit and train twenty-seven full-time field officers during April, 1980. They were then deployed into the five Districts as full-time Literacy Assistants, working under the direction of their respective District Adult Education Officers. Over two hundred Literacy Group Leaders (part-time) were recruited and trained. Meetings were held throughout the Districts with Chiefs, Headmen and other community leaders. This led to the formation of learning groups which started in August in many of the villages in the five Districts.

5.3 To date, four primers have been produced and distributed and the fifth one will be ready for distribution at the end of January, 1982. In addition a monthly Broadsheet is distributed free to all new readers. Other ancilliary materials are literacy games, home economics cards, health booklets and an agricultural magazine called *Iketleetse*.

5.4 We also have radio programs for the learners and their Group Leaders. The radio is used mainly for purposes of motivation, transmitting messages and answers to questions raised by learners in their letters on the Broadsheets.

5.5 Last year, after all preparatory work in the form of training was done, the second batch of about a hundred full-time field officers were recruited and trained. Group teaching started in mid-July in all the Districts. Enrollment statistics stood at about 30,000 learners. We thus missed our target figure by 5,000 due to the shortage of middle level staff and their late arrival in some of our Districts.

6. *Future plans and strategies for the program*

Our plans for 1982 and beyond will focus on expanding the program to other remote parts of the Districts throughout the country. The expansion of the Community Service Scheme (Tirelo Sechaba) for the form five leavers will provide a useful resource of literacy teachers, particularly in the remote areas. The next thrust in the work should be to prepare a continuum to the post-literacy and ultimately continuing education stage. To this end a paper has already been circulated and will be discussed by the Policy Advisory Committee when it meets for its next deliberations.

7. *Proposals for strengthening and developing learning strategies for post-literacy and basic education for development*

In the paper to be discussed by the Policy Advisory Commi[illegible], referred to above, a number of proposals developing strategies for post-li[illegible]acy and basic education were made. Here are enumerated a few of these strategies:

- Education should be viewed by all as a continuous process throughout life.
- There should be an expressed intention to make all education, whether formal or non-formal, relevant to the learners, not to suit the convenience of the providers.
- It should be government's pledge to meet every Botswana's moral claim to education.
- Already there are learning opportunities in agriculture, health, commerce and industry, provided by the various extension agencies of the Ministries concerned. However, there is an urgent need for co-operative action between the various extension agencies through co-ordinating committees. Those that exist should be strengthened so that appropriate facilities are made available in the skills needed for learners at the immediate post-literacy stage. Whilst each agency should be left alone to develop its own specialization, there should be joint planning to ensure those points:
  (a) Where appropriate, a multi-agency approach is developed.
  (b) Where a single-agency approach is appropriate, this is done in a manner which is supportive of the work being undertaken by other agencies.
  (c) All agencies use an appropriate level of language and suitable presentation of material.
  (d) All the skills (for which there is need to provide training) are being covered.
  (e) Where modest capital facilities (either permanent or mobile) are required, they will be planned on a multi-agency basis. The Rural Extension Co-ordinating Committee could be responsible for initiating action of this kind.
- A revised curriculm for those wishing to obtain the Primary School Leaving Examination (PSLE) certificate be instituted so that those youths and young adults who feel the need for a qualification can study material which will be of use ot them. The terminal examination for such a basic education program must have parity of esteem with the formal sector; for those who are keen to re-enter it, the proposed new examination should be considered as an entrance qualification to secondary education. The components of such a basic education package would include: Literacy, Numeracy, Basic Agricultural Skills, Domestic Science, Home Economics, Health Education, Civic

Education, National and Local History and Geography, Basic Science, Participation in Community Projects, Traditional Arts and Crafts, Religion, and Commercial Education.

- Demand for literacy in English should be met.
- Night continuing schools offering courses leading to PSLE should be encouraged to accommodate those primary level »drop-outs« desirous of obtaining a paper qualification essential for jobs in the modern sector.
- Brigades should be strengthened and private institutions offering secretarial courses should be encouraged to accommodate primary school leavers wishing to train for a trade.
- The Correspondence Unit of the Department of Non-formal Education be strengthened so that more primary school leavers, who fail to be absorbed in the formal system and wish to obtain paper qualification at the Junior Certificate (J.C.) and General Certificate of Education (G.C.E.) levels, can have a chance to do so.
- The University should be encouraged to continue and expand its Mature Age Entry Scheme (MAES), adopting the maximum flexibility in its attitude to older learners wishing to continue their studies.
- There will be increasing demand for vocational training (agriculture, co-operative work and health) and through the provision of short practical courses, the University in cooperation with relevant agencies should aim at meeting.
- There is need to establish bridges between the formal sector ladder and the emerging non-formal ladder, so that it is possible for »rejects« or »drop-outs« from the former to be readily taken into the latter, and so that suitably qualified people in the latter can enter the formal sector. Evidence already exists pointing at a demand from children missing entry into primary schools at the normal age to enter schools on satisfactory completion of a literacy course.
- More primary schools should be build and more primary school teachers trained.
- The National Community Service Scheme (Tirelo Sechaba) should be expanded and made compulsory in order to provide a ready resource of teachers of high calibre for both the formal and the non-formal sector.

8. *Concluding statement*

8.1 There are a number of other important dimensions which ought to be mentioned before concluding this paper, the creation of a literate environment, by providing more relevant literature and strengthening the rural libra-

ries network, inter-linkage of different media, training of key personnel, a progressive monitoring system, formative evaluation, and so forth. All this has to do with the provision of both material and non-material inputs.

8.2 Clear, lucid and unequivocal policy, objectives and ideology facilitate the effective harnessing of material inputs for the ultimate achievement of the desired goal - that is, the improvement of the quality of life of the individual and the collective whole.

87

4.2.2 The national literacy campaign of socialist Ethiopia

From a prensentation made by the Ethiopian team (Ato Gudeta Mammo, Head, Department of Adult Education; Ato Girma Bayouh and Ato Assefa Aberra, also of the Department of Adult Education, Ministry of Education, Ethiopia).

1. *Historical background*

Ethiopia is a large country of about 1.25 million square kilometers, and over 32 million people; and covers a complex of nationalities, cultures and languages. About one hundred languages are spoken in the land. Amharic, the official language of administration, is the medium of instruction in primary schools throughout the country.

Ethiopia is a country of patriotic people who are proud of their long history of independence and successful anti-colonial struggle. However, they were subjected to the feudal system that committed incalculable injustices and crimes by exposing the people to the plights of ignorance, disease, hunger and total backwardness. The vast tracts of land, the most important means of production, were owned by the monarchy and by the feudal lords. As much as 75% of the agricultural produce was extracted by the land-owning classes from the toiling masses of tenant peasants.

Until very recently, Ethiopia had one of the highest illiteracy rates in the world. Schools were unevenly distributed, were built in urban areas or on main roads, absolutely neglecting the hinterland. Administration was too centralized and the educational system was elitist. Participation in education in rural areas was extremely low: very often less than 1% of the school-age children attended schools. The result of this deplorable situation was that 93% of the people were illiterate.

Though it was against the will of the old regime, the progressive forces which were quite conscious of the prevailing maladministration, corruption, exploitation and the denial of the basic rights of education to the broad masses, started a literacy campaign program which was known as »Yefidel Serawit.« But this campaign was not supported by political will, and, therefore, no structure had been created to involve all government and non-government agencies and the people themselves in the campaign. Inevitably, the program dwindled and became unfunctional.

Later on, in 1967, there had been created the Adult Education Division within the Ministry of Education, charged with the responsibility of tackling illiteracy. It had an annual budget of only 750,000 Birr, equivalent to US $ 362,318. But in view of the enormity of the task, with 93% illiteracy rate, allocating such a very small budget testifies that the feudal regime was not interested in the education of the masses and the betterment of their life conditions.

In 1968, there came the Work-Oriented Adult Literacy Project which was financed by UNDP/Unesco and continued into the post-Revolution era. The central purpose of this project was to develop appropriate methods for training, teaching and learning, and to relate these to specific environments; and to produce suitable materials for use in literacy work. Although its objectives were not quantitative, it is significant that the original project target of 120,000 participants, during a five-year period, had to be reduced significantly, as a result of the difficulties arising in the implementation of the project. Eventually, a total of 43,440 participants were declared literate over a period of six years. However, much has been learnt from the project; and many of the lessons learnt, and the materials produced were put to good use in the Development Through Cooperation and Enlightment Work Campaign in 1974–76, and in the National Literacy Campaign which was launched in 1979.

It can be concluded that literacy programs before the 1974 Revolution existed largely for narrow propaganda purposes. The old regime was unwilling to provide the necessary political will to fight illiteracy. There was not created adequate organizational structure to mobilize, coordinate and cannel the efforts of the masses towards the eradication of illiteracy. Thus, we arrive at the setting for the 1974 popular upsurge against the old regime.

2. *The driving force behind the National Literacy Campaign*

The 1974 Revolution which brought about the end of exploitation of the people was the driving force behind the Ethiopian National Literacy Campaign. Having done away with the old regime, the urgent task awaiting the Revolution was the charting of the future course for the movement; and with the choice made to follow the socialist road of development, the new government began putting through one revolutionary measure after another.

Rural land was nationalized to put an end to the age-old exploitation of the toiling peasant masses by the landlords and for creating favorable conditions for the establishment of co-operatives and collective farms, with the aim of laying down solid foundations for the building of a new socialist economy. Banks, insurance companies, industrial establishments and various means of distribu-

89

tion were nationalized, with the avowed aim of improving the lot of the toiling masses. Following these progressive measures, the nations' financial institutions began playing an ever-increasing role in providing the badly needed credit facilities to housing associations in urban areas, and to cooperatives run by peasant associations in different parts of the country.

Education was accorded one of the highest priorities in the government development program. The will and call of the government were crystalized in the program of the National Democratic Revolution of Ethiopia, which stated that, in seeking to relieve the mass of the Ethiopian people from the burdens and evils of ignorance, misery, diseases and want, »There will be an educational program that will provide free education, step by step, to the broad masses. Such a program will aim at intensifying the struggle against feudalism, imperialism and bureaucratic capitalism. All necessary measures to eliminate illiteracy will be undertaken. All necessary encouragement will be given for the development of science, technology, the arts and literature. All the necessary effort will be made to free the diversified cultures of imperialist cultural domination, and from their own reactionary characteristics. Opportunities will be provided to allow them to develop, advance and grow with the aid of modern means and resources.«

Understandably, illiteracy was regarded as the basic enemy of the country, and the revolutionary government made a call to the masses to fight and eradicate this basic enemy.

3. *Pre-conditions created for the compaign*

Before a nation-wide campaign against illiteracy was launched, a number of pre-conditions had to be met. The creation of these positive conditions occupied the period between 1974 and 1979. The following pre-implementation measures were taken:

3.1 A national determination for change, expressed in the Revolution itself, and in the subsequent declarations of national policy.

3.2 A motivation strengthened by the knowledge that, with the means of production in their hands, the people of Ethiopia can now determine their future.

3.3 A firm organizational base in the thousands of Peasant Associations and Urban Dwellers Associations.

3.4 Linkages between the associations and the education system which emphasized that educational services are for the advancement of the people as a whole, and are not confined to a restricted elite.

90

3.5 The experience of the Development Through Cooperation and Enlightment Work Campaign which was carried out in 1974–1976; and in which over 60,000 Secondary school and University students, teachers and men in uniform conducted a pilot operation in the eradication of illiteracy, using new materials and methods relevant to the lives of the people.

3.6 The definition of a long-range national policy for education, emphasizing that education is the right of all people, and that all people have a duty towards the eradication of illiteracy as the first step in the promotion of an enlightened, knowledgeable and productive society.

3.7 The announcement of a government campaign for economic and cultural development which places the eradication of illiteracy very high on the list of priorities.

3.8 The formation of the Department of Adult Education in 1975, which made the necessary research and preparatory work for the conduct of the literary campaign.

On these foundation, the National Literacy Campaign with its slogan »I pledge to eradicate illiteracy through learning and teaching« was born.

4. *Preparation of the literacy campaign plan and the formation of the National Literacy Campaign Coordinating Committee*

Immediately after the conclusion of the Development Through Cooperation and Enlightment Work Campaign in 1976, the Department of Adult Education drew plans for a national literacy campaign. The general goals and specific objectives for the proposed campaign were developed. The general goals included: (a) the eradication of illiteracy from Socialist Ethiopia by 1978; (b) the use of literacy skills to acquire knowledge which can be used in the promotion of economic, social, political and cultural development; (c) the laying of foundations for continuing and life-long education; and (d) the creation of a socialist culture in Ethiopia.

Within these broad general goals, the following specific objectives were drawn up: (a) to initiate literacy work first in urban centers and their surroundings; (b) to begin and carry out the penetration of rural areas with a continuing attack on illitercy in a series of campaign phases; and (c) to develop support services for permanent literacy through creation of community reading rooms, libraries and study centers; operation of a virtually nation-wide educational radio program system for adult education; and Community Skill Training Centers and Satellite operations for CST's.

91

To actualize these broad goals and specific objectives, implementation strategies were developed, both for the short-term plan and for the long term plan. The strategy for the short-term plan emphasized the initiation of literacy in the urban and surrounding areas and aimed to teach 1,368,000 illiterates in 5,000 literacy centers by mobilizing about 35,000 instructors. The long-term plan, which is the next step after the short-term plan aims at proceeding to the rural areas, gradually extending its horizon of coverage each year, until all the rural communities are penetrated through literacy work.

To ensure both horizontal and verticle integration of efforts, a National Literacy Campaign Coordinating Committee was created in May 1979, with a structure as shown in the organizational chart on next page. The Minister of Education was appointed chairman of the committee.

The National Literacy Campaign Coordinating Committee brought together 44 representatives from government agencies, mass organizations, professional associations, and religious institutions. It is replicated at the Regional, Provincial, District and local levels in Urban Dwellers Associations and Peasant Associations. There are at present 15 Regions, 106 Provinces, 594 Districts, about 2,000 Urban Dwellers Associations and about 27,000 Peasant Associations in Ethiopia. Thus, the distribution of responsibility is extensive.

The organization of the Executive Committees is structured to cover all the various tasks which had to be planned and coordinated for the campaign to be implemented. Each level of the Executive Committee has, therefore, its: (a) Educational Materials Procurement and Distribution Committee; (b) Recruitment, Training and Placement Committee; (c) Propaganda and Aid-Coordinating Committee; and (d) Data Collection, Supervision and Certification Committee.

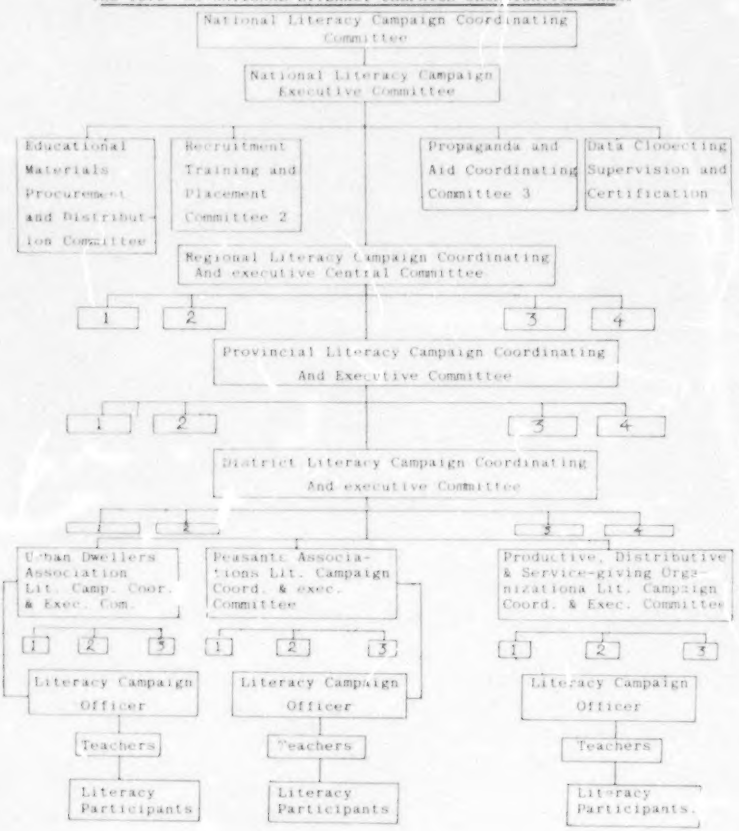
The plan was to eradicate illiteracy from all urban and surrounding areas by 1981, and to follow this by the eradication of illiteracy from rural Ethiopia by 1981. These remain the major targets of the NLCCC and the National Literacy Campaign.

5. *The conduct of the campaign*

5.1 *The campaign phases*

The National Literacy Campaign, as a fully coordinated program under NLCCC was launched in mid-1979. So far, five Rounds have been implemented and the sixth one is underway. The various rounds have focussed on particular tasks as follows.

THE 1979 -80 NATIONAL LITERACY CAMPAIGN ORGANIZATION CHART



93

5.1.1 *Phase One*

(a) Round I (July 1979 to October 1979)
An organized attack on illiteracy in the urban areas and their surroundings, with a target of 1.3 million people.

(b) Round II (October 1979 to March 1980)
Make-up and continuation activities in the urban and surrounding areas.

5.1.2 *Phase Two*

(c) Round III (May 1980 to October 1980)
Extension of the campaign into rural areas, with a target group of 1.09 million people. Post-literacy classes for those who »passed« from Round II.
Round III was launched on 1st May 1980, as part of the May Day Celebrations. This occasion was used to renew the natinal determination to eradicate illiteracy from Ethiopia.

(d) Round IV (November 1980 to March 1981)
This round countinued work in the rural sector and concentrated on post-literacy work with successful participants from the four rounds thus far.

5.1.3 *Phase Three*

(e) Round V (May 1981 to October 1981)
Most efforts concentrated on the extension of the campaign to wider rural areas, with target groups of 1.3 million people, continuing the activity begun in Round III.

(f) Round VI (November 1981 to March 1982)
This Round was still going on at the Udaipur Seminar, combining the final attack on illiteracy in the urban areas, with continued work in the rural sector. There was also a concentration on post-literacy work with successful participants from the past Rounds.
Each phase is thus characterized by three strands of literacy work. There was the beginner's course in which literacy and numeracy skills acquired. The second strand was that of the remedial classes, and the third was the post-literacy operation which was broadly characterized as continuing education.

Each literacy Round it should be stated was carefully planned and was preceded by seminars and workshops for responsible officials and instructors from the national level down to the local level.

5.2 *Pedagogical aspect*

The program of the National Democratic Revolution of Ethiopia states: »The right to self-determination for all nationalities will be recognized. No nationality will dominate another one since the history, culture, language and religion of each nationality will have equal recognition in accordance with the spirit of socialism. The Unity of Ethiopia's nationalities will be based on their common struggle against feudalism, imperialism, bureaucratic capitalism and all reactionary forces. This united struggle is based on the desire to construct a new life and a new society based on equality, brotherhood and mutual respect.« This has led to a language policy which does not consider Amharic as the only language of instruction as was the case in pre-revolutionary Ethiopia.
Out of the number of languages spoken in Ethiopia about 15 major languages together cover the mother tongues of over 93% of the Ethiopian people. At present literacy teaching materials are produced in these 15 major languages, namely, Amharic, Oromo, Tigrigna, Wolayitigna, Somali, Kambatigna, Hadiyigna, Kunamigna, Tigre, Gedoigna, Afarigna, Guragigna, Kaffa-Mochigna, Sohogna, and Sidamigna. As no other language than Amharic has its own script, the Amharic script has been used for all languages. (The Amharic alphabet has 33 letters, each with seven derivatives. There are also 5 infrequent letters, each with four derivatives.)

5.3 *Curriculum organization*

The curriculum for literacy training has been completely revised during the post-revolutionary period. In the most general sense, it now reflects the purpose of the program of the National Democratic Revolution which stands for equality, self-reliance, the dignity of labor, the supremacy of the common good and the unity of the whole country. The content of reading materials naturally reflects these ideals and objectives.
The beginner's course in literacy and numeracy proceeds through stages of letter and number recognition to simple word and sentence construction, building into classwork writing and calculation exercise and practice. Then come the follow-up primers on topics that deal with soil and its conservation, clean

water and its use, care for pregnant women and getting rid of household pests. Each beginner's literacy course is covered in 360 hours in five months time, each literacy class lasting for 3 hours each day, for 5 days a week. The remedial classes are held every day from Monday to Friday, again over a period of 5 months, covering a total of 240 hours.

The post-literacy program is designed as an introduction to further training which will follow. Under the National Literacy Campaign Coordinating Committee, a number of agencies in general, and the Ministries of Agriculture, State Farms, Coffee and Tea Development, Health, and Education; Relief and Rehabilitation Commission, the Revolutionary Armed Forces and the All-Ethiopian Farmers Association have all been involved in the mechanisms of continuing practical education. In collaboration with these agencies instructional materials in agriculture (conservation of soil; protection of plants from disease and insects; methods of crop production); cooperatives (the role, formation, and operation of consumer and producer cooperative; coffee cultivation organizations); home improvement and home economics; political education; and health sanitation are developed and are being used. The post-literacy courses are completed in 120 hours in 5 months time.

5.4 *Training of teachers*

The main teaching force for the literacy campaign came from the student body. In addition, school teachers, civil servants, members of the armed forces and the police, retired personnel, literate housewives, etc. all rendered free and voluntary services.

All these literacy instructors had to be trainded and oriented to the specific methods of the literacy campaign. Training took place at the national level and at the regional and provincial centers for a period of 5–10 days before each Round. The courses included: the proper use of instructional materials; methods and techniques of teaching; preparation and application of teaching aids; adult psychology; techniques of handling classes for adults; and first-aid health practices. The courses were short, but the provision of the Teacher's Manual for the instructors, and the fact that most had already been trained as teachers in the formal school system ensured that instruction would be of a high standard.

5.5 *Literacy centers*

When there is mass mobilization for literacy work one of the major problems facing planners is the question of finding places for locating learning centers.

In Ethiopia the slogan was: »Everywhere there is a place for learning.« Thus, teaching took place everywhere – not only in schools but also in Urban Dwellers Association Centers, Peasant Association Centers, Factories, Military Camps, Prisons, private homes, government and non-government institutions, churchyards, mosques, youth centers, state farms, and under the shade of trees.

5.6 *Methods of instruction*

The aim was to teach literacy and post-literacy courses within the time set for them. The methods emphasized practical exercises and demonstrations. There has been considerable innovation. Wall charts and flashcards have been produced in thousands often from waste cardboard. Local materials such as seeds and berries have been used to illustrate the basic processes of arithmetic. In all circumstances, the experiences of the audience and the nature of the environment have been used to develop a mastery of literacy and numeracy through direct and self-reliant methods.

5.7 *Literacy examination*

The broad and general objective of the national campaign is to set the largest number of people on the path to continuous self-improvement through life-long education. Taking a realistic view, however, the campaign must have short-term and very specific objectives that are attainable so that the vast majority of the participants will be able immediately to use the skills they have acquired. These objectives are as follows:

5.7.1 *Reading skills and their application*

To be able to read and understand newspapers, magazines and periodicals and wall-sheets for the general reader, together with leaflets, pamphlets and booklets produced for continuing education on national political affairs, simple economic issues, agriculture, health, nutrition, child care, maternity, water supply and use, cooperative action and organization, simple building techniques, and new technology related to agricultural, artisan, cottage industry production, and craftsmanship.

5.7.2 *Writing skills and their applications*

To be able to write letters to friends and family members, and to the Kebele or Peasant Associations, or to government agencies or cooperatives, asking for information, seeking advice or stating a case.

5.7.3 *Computation and its application*

To be able to calculate or estimate such things as areas of land, quantities of materials, crop yields, seed and fertilizer requirements, to calculate prices and quantities, measure weights, prepare budgets, work out taxes, and to set out these calculations simply.
At the end of the literacy beginners courses, an examination which reflects almost all these aspects, and which is based on realistic content and application, is conducted. Those who pass the test then proceed to the higher level of application which we call »post-literacy.« Those who fail are taken into remedial classes.

5.8 *The role played by the radio in the National Literacy Campaign*

In the Literacy Campaign the major role of radio is mobilization for participation and the stimulation of interest in post-literacy programs. Eleven 1 kilowat stations broadcast formal and nonformal education programs to listeners. To support this program, UNICEF has already supplied 3,000 radio sets and has indicated willingness to supply another 12,000. Additional sets have been made available through bilateral assistance.

5.9 *Mobilization of the masses and resources for the campaign*

A reference has already been made to the total mobilization of the nation's resources achieved through the work of the National Literacy Campaign Coordinating Committee. Popular mobilization brought financial and material support from the people: the construction of literacy centers when required; feeding and housing instructors who came into the communities; the collection of funds for the purchase of writing materials, and for the transport of literacy materials from distribution points to the community; and for the establishment of the community reading rooms which are becoming per-

98

manent focal points for continuing education within the community. All these tasks they have carried out under the local leadership of Peasant Associations and the Urban Dwellers Associations.

During the first two years of the campaign, local cash contributions totalled the equivalent of about 5.5 million US dollars, and external contributions in cash and kind totalled around 3 million US dollars. To this must be added the uncosted but essential inputs of unpaid volunteer instructors and the support and subsistence for instructors provided by rural communities. During the first four Rounds, just over half the inputs to the campaign came directly from the popular organizations and from individuals, underlining that this was a real popular movement.

5.10 *Logistics*

5.10.1 *Booklets, writing and teaching materials*

Primers for the literacy beginners' course were printed in 15 different languages for the last six Rounds. Their total number reached 9,450,452 copies. A total of 9,678,667 copies of functional follow-up literature for the post-literacy course were also printed and distributed. All instructional materials are provided free of charge to the literacy participants. The following materials were distributed to the teaching centers during the six Rounds.

Chalk (gross)	1,390,710
Exercise books	186,686
Flashcards (sets)	22,158
Pencils	2,026,807
Blackboards	55,937
Kerosene Lamps	30,000

These quantities represent only those distributed from the center to support areas particularly in need. At least an equal amount has been produced within the Regions from funds contributed locally. Many schools, Awraja Educational Pedagogy Centers, and Community Skill Training Centers have been busy making blackboards, flashcards and other teaching aids. All this in itself was a major operation requiring careful forward planning for preparation, production and distribution.

5.10.2 *Provision made for literacy instructors*

Each literacy instructor who went out to rural communities was provided with a uniform with cape, a pair of leather or canvas shoes, an umbrella, one blan-

99

ket, teaching manual and textbooks, and a first-aid kit (one kit for a group of 10 instructors), with food and shelter to be provided by the communities. Moreover, they were provided with vaccinations against malaria, yellow fever, etc. Clinics, health centers and hospitals were asked to give free medical services to sick instructors.

5.11 *Monitoring the progress of the campaign*

A guide has been distributed to Literacy Campaign Executive Committees at all levels on how ot keep records to provide numerical data on the number of people enrolled, dropouts, and made literate, and also on the amount of material resources collected and utilized.

More importantly, there is a built-in evaluation unit named Data Collection, Evaluation and Certification Committee in the Literacy Organizational Structure at all levels. Members of these committees from each level go out to the field to evaluate the on-going program during each Round. Normally there are four major activities which these evaluation teams perform:

5.11.1 They give professional and technical assistance to the literacy instructors whose classes have been observed on the basis of mutual discussion.

5.11.2 They submit reports to their Literacy Coordinating and Executive Committees stating the weak points observed in the on-going program.

5.11.3 They discuss with the members of the Literacy Coordinating and Executive Committees problems identified in the field and suggest solutions or work jointly to arrive at some solutions.

5.11.4 They consolidate and circulate evaluation results to other areas for exchange of experiences.

Based on these evaluation results, important measures have been taken including that of revisions of plans about use of different nationality languages, textbook contents, teachers manual, literacy test manual, evaluation manual and instructors training manual.

6. *Quantative outcome of the campaign*

At the time of writing (January 1982), we are in the third year of the National Literacy Campaign. And it would be proper to ask what the outcome of the campaign so far is. Including the fifth Round 11,411,570 participants were

100

enrolled, out of whom 8,099,681 sat for the literacy examination and out of which 5,205,409 were declared successful. Illiteracy had been reduced from 93% to 65% during the first three rounds, and when the 4th and 5th round results are considered, the percentage decrease will go further down.

7. *What after literacy?*

Efforts are being made to ensure that literacy and numeracy proceed into follow-up use of skills, and then into the initial stages of continuing education. A range of mecanisms have been developed to achieve this.

7.1 Younger participants who succeeded in the campaign are eligible to attend Grade III of primary school. As the schools are under the management of committees representative of the mass organizations in the community, this linkage between nonformal and formal systems has a community base. It is of interest to note that, as a result, we have something like a quarter of a million more primary school students in the system than had been planned for. The linkage between the formal education and literacy is noteworthy. To pay no attention to the educational needs of the succeeding groups in the younger age brackets will be to invite the need for a permanent campaign. The spread of literacy must, therefore, be linked to the universalization of a system of general education for children of school age. In Ethiopia, the target year for a literate population is 1987. This is also a target year in the formal school system for the universalization of education of children aged 7 who will enter grade 1 of the primary school. From that moment, no more illiterates will be fed into the pipeline and the system of general education will proceed towards universalization: 6 grades first, and then 8 grades before the end of the century.

7.2 A second mechanism is the Community Reading Room, of which there are now 2,800 with a target for 29,000 - one in each Urban Dwellers Association and Peasant Association. The Community Reading Rooms are being constructed by communities and each is stocked with 10 copies each of 50 titles for an average community size of 800 to 900. The booklets cover a range of basic subjects from soil erosion to child care and from sanitation to improved seeds. This follow-up literature will extend over time into continuing education at a higher level of scientific content and will supplement and support the efforts of extension agents in the various development sectors. Over time. these Community Reading Rooms will become community Edu-

101

cation Centers with firm roots in the community and with community-directed educational programs reflecting national development policies.

7.3 Thirdly, a growing infrustructure which supports post-literacy and continuing non-formal education activity is the Community Skill Training Center. At present there are 300 of them in Ethiopia, one in each of the nearly 600 administrative districts in the country. When these CSTC's are operational, each of the 29,000 small communities in Ethiopia will be served by rural animators and rural adult education instructors who will teach in these communities after training in the Community Skill Training Centers.

4.2.3. Campaigning for literacy in the Republic of Iraq: Process and development

From a presentation made by the Iraqi team (Professor Ayif Habib, The Arab Literacy and Adult Education Organization; and Sabah Nuri Al-Zand, Director, Planning and Follow-up Division, The Supreme Council of the Comprehensive National Campaign for Compulsory Literacy, Baghdad, Iraq).

(I)

Historical background

1.1 Struggle against illiteracy began in Iraq after World War I. Activity in adult literacy took somewhat clearer form when the Scientific Institute, a non-government body, started its programs in 1922 and opened classes for illiterates as well as organized public lectures to sensitize the public opinion to the dangers and consequences of illiteracy.

1.2 In the late Twenties, work in literacy was taken over by the Ministry of Education. However, allocations were small. Very few classes were opened which usually met in the evenings.
The main features that characterized work in literacy during this period could be summarized as follows:
- Traditional - using old methods of teaching;
- Using varieties of textbooks - each organization used its own chosen books;
- No follow-up was noted; and
- No commitment was made by any political party.

1.3 The Fifties saw the establishment of a special Department of Adult Literacy and Fundamental Education in the Ministry of Education and useful collaborations with various international agencies. Unesco provided important assistance both directly and through ASFEC (Regional Center for Functional Literacy in Rural Areas of the Arab States) in materials production and training of personnel.

Development of adult literacy in the 1960s

2.1 After the 1958 Revolution and the foundation of the Republic of Iraq, great many changes have taken place to affect the on-going movement of adult literacy in Iraq. One could note the following:

- Political: The Government considered action in elimination of illiteracy an important target of its policies.
- Social: Social transformations motivated governmental and non-governmental bodies to take more serious steps towards the eradication of illiteracy.
- Pedagogical: Teachers, books, reading materials and methods of teaching were all geared to the special needs of adult learners.
- Economic: Illiteracy was considered an obstacle to economic development; thus financial allocations were drawn from the overall Development Plan allocations.
- Organizational: A trend appeared to consider the elimination of illiteracy as a shared responsibility; hence, the involvement of all bodies concerned in the task of eradication of illiteracy.

2.2 Setting up of the National Training Institute for Adult Literacy and Fundamental Education was an important further step in this stage of development.

2.3 After the Revolution of 17th July, 1968, the Arab Baath Socialist Party, conceived of illiteracy in Iraq and the Arab World a stumbling block to modernization. Significantly, the eradication of illiteracy was to be matched with UPE (Universal Primary Education). The National Comprehensive Campaign for Compulsory Literacy was proclaimed for the first time on new and well-organized bases. Details for this momental literacy campaign are given in what follows.

(II)

The National Comprehensive Campaign for Compulsory Literacy[1]

1. *Political framework*

The Eighth Regional Congress of the Arab Baath Socialist Party, convened in January, 1974, had said:

»The widerspread illiteracy among the people and particularly in the countryside, is considered one of the greatest and most dangerous obstacles to political, economic and social progress in the country . . .. Our country cannot perform its vanguard revolutionary role in liberating the Nation and the building of its unified socialist state, as long as this rate of illiteracy is still manifest among the ranks of our people.«

2. *Preliminary groundwork*

The Baghdad Conference on Compulsory Literacy (May 8–15, 1978) laid the preliminary groundwork for a new literacy campaign. The conference was patronized by H. E. Saddam Hussain, the Vice-Chairman of the Revolutionary Command Council and was attended by many international experts on literacy and adult education. The conference delineated an overall strategy for illiteracy eradication with the following elements:

(1) Identify target population and target dates of completion;
(2) Estimate the cost for implementation;
(3) Recruit and train administrative and teaching personnel;
(4) Prepare curricula, textbooks and other facilities; and
(5) Propose a structural organ to run the literacy campaign.

The advice of the conference was accepted in full and it was ordered by the Revolutionary Command Council (RCC) that illiteracy be eradicated within three years.

3. *Legislation*

Two legislations concerning illiteracy eradication were passed:
(1) Compulsory Education Law No. 118 of 1978: and
(2) Law No. 92 of 1978 regulating the National Comprehensive Literacy Campaign for Compulsory Literacy.

A description of each Law is presented below.

1 From Dr. Bahni Al-Nasser, »Eradication of illiteracy in Iraq - Process and Development.« Published by the Supreme Council, The National Comprehensive Campaign for Compulsory Literacy.

3.1 *Compulsory Education Law No. 118 of 1978*

The Law of Compulsory Education required:

(1) Making school attendance compulsory for all children of age group, 6–15 years, who had not completed the primary school.
(2) Compelling parents or guardians to send their children or wards to primary schools until they complete the primary level of education or reach the age of 15. Fines or imprisonment was to be imposed on parents or guardians who did not comply with the Law.

3.2 *Compulsory Literary Law No. 92 of 1978*

On May 22, 1978, RCC issued the Compulsory Literacy Law No. 92 making the task of eradicating illiteracy a national campaign and a priority for the State Policy.

Compulsory element

Notably, the Law emphasized the compulsory element, making attendance at a literacy center obligatory for all illiterates. Article (17) of the Law imposes fines or imprisonment on those who have violated the Law. Article (14) imposes more punitive measures. The illiterates who have failed to comply are not eligible for: (1) employment either in public or private sectors; (2) obtaining or renewing a license for particular professions; and (3) applying for a bank loan.
Furthermore, Article (19) treats absences thus: Paying fines of not more than 2 Iraqi Dinars (I.D.), imprisonment imposed on the enrollees who have been absent three times within a month without any legitimate excuse. To guard against sabotage, Article (18) imposed heavy fines and/or two-month imprisonment, on any person who committed an act which obstructed the campaign operation.

4. *Definition of illiterate*

The term »Illiterate« is defined in Article (1) as a citizen who is between 15 and 45 years old; does not know how to read and write; and who has not reached the »cultural standard.«
The »cultural star dard,« in turn, includes the following abilities: to read, to write, and to know arithmetic; to develop professional skills; to raise standard of living culturally, socially and economically; to know the rights and duties of

106

a citizen towards his country; and to create self-confidence, patriotism and Arab Nationalism.

5. *Leadership of the campaign*

H.E. President Saddam Hussain, Chairman of RCC, gives strong support to the campaign. In a speech, he cautioned:

> The question of eradicating illiteracy is an educational one with political aspects. Therefore, even if enough possibilities were available for the Arab Baath Socialist Party to alone, pursue the task of eradicating illiteracy, it must not commit the mistake, and must only take up the role of a leader and director, and leave the door wide-open for participation for all national groups and even for all people, in order to generate the required enthusiasm to achieve the result....«

5.1 *Central administration*

Article (2) of Compulsory Literacy Law provides for the set-up of a council to serve as the central administration of the Campaign and to be attached to the Ministry of Education. The Council assumes the name: »Supreme Council of the National Comprehensive Campaign for Compulsory Literacy« which, in this writing, will be referred to as »the Supreme Council« (SC).

5.1.1 *Structure of the Supreme Council*

Presided by the Vice-Prime Minister, and with the Minister of Education as its Vice-President, the SC consists of the following members:

(1) Director General of the SC.
(2) Secretary General for the Administration, Education and Higher Education in the Self-Rule Area.
(3) A representative of each of the sections of the National and Patriotic Progressive Front.
(4) Under-secretaries of Ministry of Education.
(5) Under-secretary of Local Affairs in Ministry of Interior.
(6) Under-Secretaries from the Ministries of Higher Education and Scientific Research, Information, Planning and Culture and Arts.
(7) Representatives of Ministry of Defense and from the Internal Security Forces.
(8) Heads of the General Establishment for Peasants Education and Guidance, and Institution of Workers Education.
(9) Senior Officials in the Ministry of Education.
(10) Representatives from the following organizations: Trade Unions, Cooperative Peasant Association, Iraqi Youth, National Union of Iraqi Students, Women Federation, and Teacher Union.

107

Thus, the SC embraces all ministries, and political and social institutions cotributing their efforts and sharing responsibilities for the eradication of illiteracy.

5.2 *Functions of the Supreme Council*

The primary functions of SC includes the following:

(1) Draw a general execution plan and oversee its implementation;
(2) Propose revenues for financing the campaign;
(3) Approve the annual budget;
(4) Approve the curricula and textbooks;
(5) Establish the criteria for selecting and training teachers;
(6) Act as Public Service Board in appointing any officials, employees and international experts for the campaign. The SC is also empowered to authorize any citizen to teach in a literacy center;
(7) Give awards to efficient literacy workers and learners, including cash, medals and citations;
(8) Proclaim the commencement of the campaign;
(9) Prepare and launch a public relations campaign in collaboration with the Ministry of Information to create motivation and generate enthusiasm among the illiterates to attend literacy centers;
(10) Publish reading materials for literacy graduates to prevent them from relapsing into illiteracy; and
(11) Conduct research or field studies needed for developing literacy work, detecting any defects and adjusting them and promoting the campaign's progress.

All this clearly illustrates that the SC possesses wide powers as far as planning, supervision and financing of the campaign is concerned. The SC exercises its powers and fulfills its functions through an executive body.

5.3 *Executive Body of the campaign*

The executive body comprises of two major departments:

(1) *Directorate General of Technical Affairs*

Five directorates are attached to the General Directorate:
Research and Documentation, Planning and Statistics, Evaluation and Follow-up, Curricula and Books and Training.

(2) Directorate General of Administrative Affairs

Again, five directorates are attached to the General Directorate: Accounts, Administration and Personnel, Public Relations, Supplies and Transportation.

6. *Local administration*

While the SC, runs the campaign at the national level, there are local literacy councils of similar structure, handling literacy activities in provinces. The three levels of literacy councils include: governorate, county (qadah) and district (nahiyah).

7. *Cooperation among literacy councils*

To coordinate all literacy works, a Central Committee is formed. The Central Committee comprises of all the chairmen of governorate local councils and their assistants.

8. *The National Plan for Compulsory Literacy*

8.1 *Objectives*

The general objectives of the plan was to eliminate illiteracy within the period of 35 months. To achieve this general objective, the action objectives are formulated as follows:

1. Teach reading, writing and arithmetic.
2. Develop professional skills and promote career.
3. Develop the standard of living culturally, socially and economically.
4. Create self-confidence, patriotism, Arab nationalism and humanism.
5. Induce the recognition of socialism and in particular, the Baath ideology about socialism.
6. Promote life-long education as a mean of developing self-growth.

8.2 *Target population*

The following table provides information on planned targets:

Population and Illiterates Recorded in 1977

Category	Male	Female	Total
(a) Total population	6,257,758	5,872,233	12,129,991
(b) Population of (15-45) age group	2,275,658		
(c) Illiterates of (15-45) age group	676,690	1,535,936	2,212,626
(c) as % of (a)	11%	26%	18%
(c) as % of (b)	30%	72%	50%

Source: Population Census, 1977.

8.3 *Enrollment priority*

Priority in enrollment is given to the following sectors:
1. Workers in governmental, semi-governmental and private sectors,
2. The armed forces,
3. The internal security forces,
4. Illiterates in urban area, and
5. Illiterates in rural area.

8.4 *Enrollment plan*

The table on next page depicts the structure of literacy enrollment during the period of 35 months.

9. *Financial allocation*

9.1 *Expenditure*

The Baghdad Conference in 1978 had estimated the cost per illiterate for the campaign. It amounted to IRAQI Dinars (I.D.) 26, 37 (equivalent to 81.75US dollars). The estimate of total cost was 58,346,947 I.D. Ten percent of this estimate was added to cover inflation during the two years, 1976-78. Thus, the final cost estimate was 64,181,642 I.D. for the three years of campaign operation. (This amount is equivalent to 198,963,090 U.S. dollars.)

Table: Enrollment Plan for Compulsory Literacy

Group	Date of Enrollment	Male	Female	Total	Expected Date of Graduation
A Before	Dec 1, 78	44,958	49,208	94.154	Jan 31, 80
1	Dec 1, 78	348,781	390,632	7,394	Jan 31, 80
2	Jul 1, 79	282,953	390,623	673,576	Aug 31, 80
3	Feb 1, 80	--	390,623	309,623	Mar 31, 81
4	Sep 1, 80	--	314,850	314,850	Oct 31, 81
Total		676.690	1,535,936	2,212,626	

Source: The Supreme Council of the National Comprehensive Campaign for Compulsory Literacy.

10. *Curricula and reading materials*

10.1 *The program*

The literacy program consists of two levels: basic and advanced. Each level lasts seven months and is terminated by an examination. It takes, therefore, at least fourteen months for an illiterate to graduate.

10.2 *The syllabus*

For the basic level, two elements are covered: (a) Principles of reading, writing and arithmetic; and (b) General knowledge on the following topics: citizen and his environment, Arab society, the State, Religion, health and the achievement of the Arab Baath Socialist Party.

For the advanced level, there are four programs of studies, each is designed particularly for farmers, workers, soldiers and others. Arithmetic is the common element in all four programs. Four units are covered in each of the four programs, but the mode of presentation and emphasis on the four units differ from one program to another. The four units include: national culture, religion, education and health education.

111

10.3 *Textbooks*

For the basic level, there is a primer and a book on arithmetic. There are two versions for each book, one in Arabic and another in Kurdish.
For the advanced level, there are five textbooks: a book on arithmetic; and four reading books, each is written especially for workers, farmers, soldiers and women. Again, these five books are published in two versions: Arabic and Kurdish.
To facilitate teaching, there is a teacher's handbook for each textbook in use in the program.

10.4 *Materials for external reading*

Many reading materials of follow-up nature are printed and distributed, such as magazine called »Al-Mustakbal.«

10.5 *Teaching media*

Various means of facilitating learning are utilized. These include: (1) audio-visual materials such as flashcards for teaching word components, posters, charts and blackboards; (2) video- taped lessons in the actual classroom setting (These lessons are shown on the national television in the evening between 8:30 and 9:30 p.m. and each lesson is shown twice); and (3) lessons recorded on cassettes for use by seamen, truck drivers and fishermen whose jobs prevent regular attendance in literacy classes.

10.6 *Class schedule*

Classes are held five times weekly. Each time consists of two sessions, each lasts fifty minutes. There are thirty learners per class. A supervisor is assigned to supervise eighty teachers.

10.7 *Literacy centers*

All schools, buildings and other public buildings (such as mosques, premises of popular organizations, public halls, etc.) are utilized as literacy centers. Notably, there are literacy classes aboard the ships for seamen in the Governorate of Basrah.
In female literacy centers, there is a child-care service taking care of young children while illiterate mothers are attending classes.

11. *Training and teachers*

11.1 *Training of literacy officers*

Four types of training were organized in 1977 as preparation to implement the campaign plan:

1. A three-week training course for directors of compulsory literacy.
2. A training program for teacher-trainers organized by the National Training Center for Fundamental Education. Graduates of this program were to run a unit of literacy teacher training in governorates.
3. A training course for educational supervisors.
4. The International Center for Adult Education in Sers-Ellyyan organized a short training course for literacy officers. Participants were personnel in the Executive Body of the Supreme Council.

11.2 *Training of literacy teachers*

A large number of literacy teachers are recruited from primary schools. These teachers are required to attend a short training course organized by their provincial directorate of education. According to the enrollment plan, there was need to prepare 78,470 teachers.

11.3 *Teachers provided from other institutions*

Universities of Baghdad, Basrah and Mosul took part in the campaign. The undergratuades from these universities took up teaching during summer, 1979.

12. *Evalution and follow-up*

Department of Research and Documentation under the Executive Body of the campaign was charged with the responsibility of evaluation of literacy program in governorates. Activities performed by the Department included:

1. Complete a field study to identify factors beneficial to the development of literacy programs. It proposes procedure of running literacy programs to be followed by local literacy centers.
2. Prepare a form for evaluation of teachers and directors of literacy centers.
3. Form a committee for follow-up literacy activities in provinces.

In addition, there is a higher level of evalution and follow-up. Quite often, the President assigns to some members of Arab Baath Socialist Party Leadership or some cabinet officers to visit local literacy centers to oversee problems, strategies, and progress. This illustrates the President's genuine concern for the literacy campaign.

13. *Publicity for the literacy campaign*

An orientation program was presented through mass media and public rallies to generate enthusiasm, particularly among the illiterates, and thus induce their responsiveness to the literacy campaign.
Apparently the publicity campaign pays off. Publicity is continuing as part of campaign operation. Public rallies and seminars on literacy activities are often held and are usually led by well-known public figures. Other activities include:

1. Exhibitions of photographs and posters depiciting various stages of campaign growth.
2. Exhibition of handicrafts produced by literacy enrollees.
3. Songs and skits concerning particularly the advantage of being literate are written and presented on radio and television. On television they are shown as a prelude to televised literacy lessons.
4. Public relations mobiles aim at reaching the illiterates in remote areas.

14. *The Knowledge Day*

The Compulsory Literacy Campaign was officially inaugurated on December 1, 1978. This historic day has been designated »The Knowledge Day« and is celebrated every year with great enthusiasm.

15. *Future prospects: The post-liberacy stage*

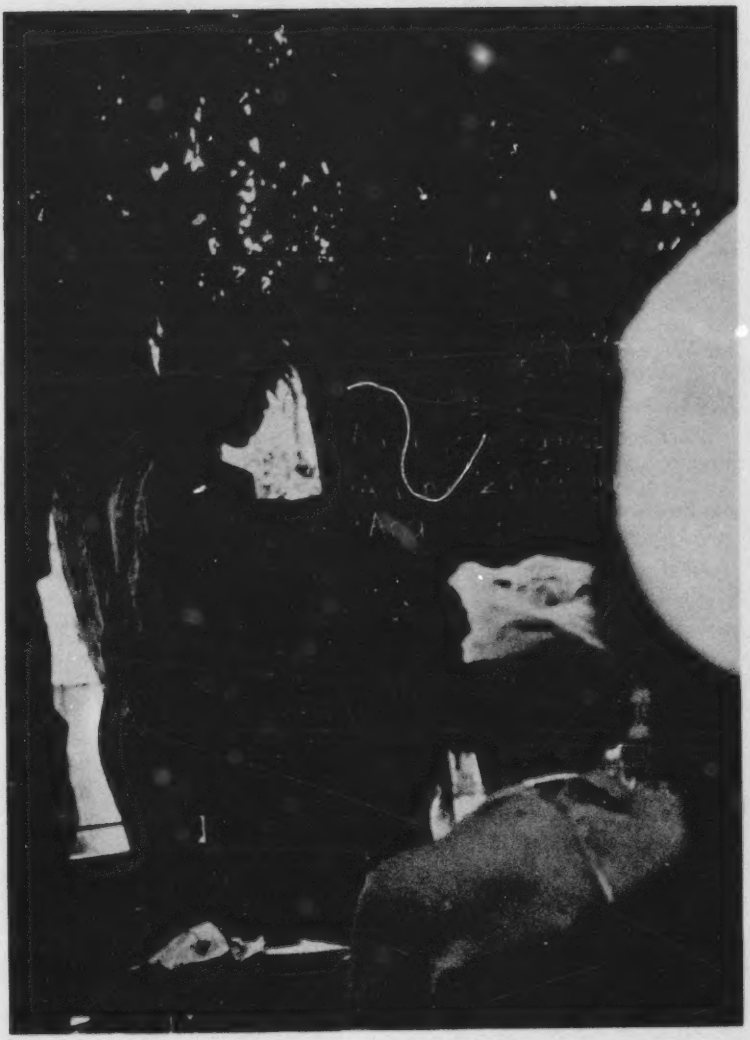
Some 2,212,626 illiterates were on their way to becoming literates through the mass campaign. Not to waste all these endevors, the graduated literates must be prevented from relapsing into illiteracy. The necessity of providing life-long education is, therefore, recognized.
The Revolutionary Council has made another historic decision regarding this matter. It has authorized the Supreme Council to establish »Popular Schools«

to provide further education for literacy graduates. Attendance of popular schools is, again, compulsory.
The popular schools offer a program of studies, which leads to a certificate equivalent to the primary school certificate. The program consists of three levels:

(a) Level I offers courses equivalent to courses for the fourth grade of primary schools. The duration of level I is 5 months.
(b) Level II offers courses equivalent to courses for the fifth grade of primary schools. This level lasts 5 months.
(c) Level III provides courses equivalent to courses in the sixth grade of primary schools. The duration of this level is 6 months.

The program duration is therefore 16 months. This implies that a literacy graduate may obtain a primary school certificate within 16 months by joining a popular school. He will be then eligible for enrolling into a secondary school. In other words, an illiterate could become a primary school graduate within 37 months, starting on the day he joins a literacy class.

115



In a literacy group

116

4.2.4 Kenya's literacy program: From the 1960s into the 1980s

From a presentation made by the Kenyan team (Honorable J.I. Kalweo, Assisstant Minister, Ministry of Culture and Social Services; and David Macharia, Director, Department of Adult Education, Kenya).

I

Literacy work in Kenya before Independence

Prior to independence, there were no co-ordinated programs of adult education or literacy teaching in Kenya. A few voluntary organizations had some adult literacy projects in different parts of the country. One of the notable agents was the Laubach Foundation which had established a literacy center in Nairobi. This center used to organize courses for literacy teachers and also write reading materials for the literacy learners. Its influence, however, did not spread far from the major towns.

In addition, some church organizations used to organize literacy classes for their church members, to enable them to read the Bible. The National Christian Council of Kenya (NCCK) deserves special mention for the role it has played and continues to play, in literacy, social and economic development projects. NCCK continues to participate very effectively in income-generating projects amoung the various groups, family-life training programs, production of literacy and post-literacy materials, youth development programs and handcraft centers. It should be mentioned that NCCK, in conjunction with the former Division of Adult Education had been the main sponsor in writing of literacy materials for a long time prior to 1979 – a year that marks a new era of literacy work in Kenya. It has also played a leading role in the training of literacy teachers and other community leaders.

In 1964, the Department of Community Development was formed within Kenya Government. One of its major activities was to cater for social services, including the opening of literacy classes throughout the country on self-help basis. This approach had its own problems, one of them being that the thrust of the literacy programs was to be supported by the learners themselves. Nei-

ther were appropriate literacy materials readily available nor was there a comprehensive training program for the literacy teachers. Consequently, the impact of their efforts remained relatively low.

Immediately after independence in 1963, the new African government began to review the situation regarding adult education programs. This review resulted in the establishment by an Act of Parliament of a statutory Board of Adult Education in 1966. This Board had the duty of advising the minister on matters related to adult education programs in the Republic. It was also responsible for the co-ordination and promotion of adult education programs throughout the country.

In 1967, a Division of Adult Education was established within the Ministry of Co-operative and Social Services. It was charged with the responsibility of manning the national adult literacy campaign.

The first national literacy campaign

The first national literacy campaign in which the government became fully involved was launched in 1967. Its objectives were to organize and develop a national literacy campaign in order to eradicate illiteracy among the adult population; to integrate the literacy program with the country's development program; and to provide literacy skills to adults so that they may participate fully in the country's development efforts.

Implementation

The first task to be done was the recruitment and training of assistant adult education officers who were initially posted to a few pilot districts. Their duty was to start as many literacy classes as was possible, recruit and train the teachers and ensure smooth running of these classes. The public response to this venture was tremendous, as shown by the table below:

Enrollment in Literacy Classes in 1967 and 1968

	1967		1968	
	No. of Centers	Enrollment	No. of Centers	Enrollment
Taita/Taveta	45	1342	75	2452
Kitui	51	873	83	1948
Embu	55	1965	84	3373
Kericho	30	701	55	1539
Nairobi	42	1447	73	2567
Kisumu	40	926	74	1856
Kakamega	40	1321	74	2675
Bungoma	39	1086	65	1771

In order to ensure a controlled, effective and efficient campaign, it was found necessary to phase out the literacy program, but ensuring that by 1970, all the 41 districts in the country would have been covered. However, in 1969, owing to financial limitations, the government could not cope with the large number of adults joining literacy classes. As a result it was decided to limit the number of classes that would receive government aid in each district where classes had been started. This move created some negative effects: the morale of the field officers and the teachers fell, the enrollment figures dropped sharply and most of the classes had to close.

Several factors known to have had direct bearing on this poor enrollment:

(a) *Transport for supervision:* Constant lack of transport for use by the district adult education officers created problems of supervision.

(b) *Literacy fees:* Constant pressure for payment of fees - Shs. 2/-per term, per learner - in many cases resulted in disapperance of learners.

(c) *Annual dislocations:* Occasionally teachers had to seek other employment or transfer to other areas. Annual dislocations incluted seasonal agricultur-

al, e.g., planting and harvesting, drought and famine; religious and traditional ceremonies.

(d) *Honoraria:* The teachers' honoraria of Shs. 50/-per month was found »unattractive«.

(e) *Training of literacy teachers:* Training of literacy teachers raised a lot of problems. District Adult Education Officers in charge of training literacy teachers had had no training themselves. The problem was worsend by the fact that the teacher-trainees were drawn from the pool of professional primary school teachers who found it difficult to change their childoriented teaching methods.

(f) *Finances:* The funds allocated to the campaign were meager. This, in turn, meant that the various development demands could not be met.[1]

Methodology

Originally the purpose of the national literacy campaign was to eradicate illiteracy from Kenya within the shortest time possible. With no other method or approach to teaching available, the teachers embarked on the use of primary school approach, thus chorus singing in adult classes became the order of the day.

But in 1972 Kenya Government decided to change to functional literacy as the most realistic approach. The basic idea of this method was to link literacy with development so that literacy becomes a form of functional education with strong built-in economic motivation for learners.

The functional literacy experiment

Functional literacy was first introduced in Kenya on an experimental basis in 1972 as one of the components of the Special Rural Development Program (SRDP), a joint venture between Unesco and Kenya Government. Six administrative divisions were selected for the program.

The SRDA objectives were:

1. To integrate reading and writing with the people's activities instead of reading the 3-R's for the sake of it.
2. To introduce »global« method of teaching, i. e., starting with a whole word instead of the traditional method of teaching alphabets first.
3. To introduce income-generating projects in the literacy classes and to establish demonstration plots in every literacy class.

1 In 1978/79 financial year, the annual adult education budget was K£ 340,000 compared to K£ 3,000,000 for the year 1979/80, the year of the establishment of the Department of Adult Education.

120

4. To use Kiswahili as the medium of instruction in all the classes and hence use Kiswahili in preparing teaching and reading materials.

Lessons learnt from the functional literacy experiment program

The summative evaluation of the program revealed that:

1. Although Kiswahili is our nationale language, people in the rural areas did not need it for their every day communication.
2. The language which was used in primers (for the functional literacy experiment) was too technical and both teachers and learners found it difficult.
3. It was difficult to teach adult learners in the national language before they had first learned to read in their mother tongues.
4. It was difficult to use a common primer in all parts of the country if that primer has to be functional. (This is why the department has now written different primers in mother tongues for most of the districts.)
5. For a program of this nature to succed, the implementors had to understand in clear terms the objectives of the program.

The new literacy program described in Part II below had a rich inheritance from the first national literacy campaign of 1967 and the functional literacy approach of the SRDP:

(a) The new Department of Adult Education was able to borrow some of the successful ideas like adopting work-oriented approach as a national policy for the new literacy campaign. It also inherited a team of experienced staff from the former Division of Adult Education and Board of Adult Education.

(b) The following primers written through the joint efforts of NCCK and the Division were already available for use:

1. Ngu'na ya Musyi	- Kikamba
2. Obulala Buleera	- Luhya
3. Dak Maber	- Dholuo
4. Chinguta Chikoigwana	- Gusii
5. Llayska Aquanta	- Kisomali
6. Somen ak Lyai	- Kalenjin
7. Teereta na Uthome	- Gikuyu

(c) During the first campaign, »Kisomo«, a rural newspaper was initiated by Board of Adult Education in Murang'a District as an experiment. The new department has now expanded the circulation and coverage of this newspaper to the whole of Central Province. Three adult education radio programs were initiated and still continue to serve the public.

121

Literacy work in Kenya: the 1980s

Yet, Kenya was losing the battle against illiteracy during the 1960s and 1970s. The 1979 population census was to reveal that as many as 5 million Kenyan adults were illiterate and that another 150,000 were being added to their ranks annually.

President orders a literacy campaign

On 12th December, 1978, during the 15th Anniversary of Kenya's Independence, Kenya's President, His Excellency Hon. Daniel arap Moi, while addressing the Nation, officially declared war on illiteracy, and ordered a literacy campaign. A few extracts from his address:

»In all this, one problem area which I am convinced calls for a completely new approach is the abolition of illiteracy. Soon after Independence we recognized lack of education as one of the »enemies« to be dealt with. Experience since then has confirmed that we were right in regarding lack of education to be a real »enemy«. We now see clearly that the individual Kenyan cannot become effective enough in promoting development, or participate fully in our social and political system, if he is illiterate.«

On reading and writing the President stated that:

»Inability to read and write must, therefore, be regarded as a serious obstacle to Kenya's development and the attainment of our objective to promote self-reliance and democratic, full active participation by all Kenyans in all the activities in our country.«

He ordered a literacy campaign by saying:

»The time has, therefore, come to mount a special program for elimination of illiteracy within a specific period of time. I believe that we in Kenya, with the kind of determination we have shown in the past in dealing with difficult problems, should be able to eliminate illiteracy in our country within five years.«

The program on the eradication of illiteracy was part of a package on development strategies announced by the President during his address. These strategies form the basis of the Kenya's 1979/83 Development Plan whose theme is the Alleviation of Poverty, through the provision of basic needs, especially in the rural areas. The other basic needs include:

122

1. Free primary education (though not yet compulsory) - 98% of all children are now attending primary school.
2. Free milk to school children.
3. Increased employment, especially of school leavers by all employers, including Government.
4. Massive rural water scheme, with 2000 AD as target for water to every home.
5. Stepped up rural health, especially maternal/child care and family planning.

Formation of the Department of Adult Education

The President's directive on elimination of illiteracy led to the establishment of a full-fledged Department of Adult Education in February, 1979. This was achieved through the amalgamation of the staff from the then Board of Adult Education Secretariat and the then Division of Adult Education in the Department of Social Services. These two units provided only a small fraction of the current staff; the rest had to be recruited later.
Currently, the Department is headed by a Director, who is supported at the headquaters by a number of staff who form the administrative and professional units. The administration is spread throughout the provinces, districts, divisions and to the villages where the teacher forms the baseline personnel. At each level, the Department's programs are supported by an advisory committee formed of Government officers and community leaders. This advisory structure of development committees at all the different levels of decision making is particularly note-worthy.

Initial program planning

A national seminar was organized in January 1979 to discuss the Presidential directive and its implications, personnel development and management, transport, materials development and equipment, the general approach to literacy, motivation and mobilization, the literacy content, curriculum development, methodology and staff training.
During the seminar it was revealed that the approach to the campaign would be mass-oriented so as to cover all the districts progressively, intensifying the enrollment with a view to reaching the peak during the final year of the pro-

gram plan period. The phasing out of the campaign program was later revised to conform to the Nation's five-year Development Plan (1979-83).

Departments's objectives

While the Department's short-term objective is the elimination of illiteracy, within a specified period, its long-term objective is the provision of post-lite-

Original Mass Enrollment Plan		Revised Mass Enrollment Plan		
Year	No. of Students	Year	No. of Classes	No. of Students
1979/80	200,000			
1980/81	450,000			
1981/82	600,000	Year 1	8,000	320,000
1982/83	650,000	Year 2	20,000	800,000
1983/84	700,000	Year 3	30,000	1,200,000
1984/85	750,000	Year 4	35,000	1,400,000
1985/86	800,000	Year 5	35,000	1,400,000
Total	4,150,000			5,120,00

racy and continuing education. Specific objectives for the literacy campaign and post literacy/continuing education include:

1. To teach the largest part of Kenya's nearly 5 million illiterate adults reading, writing, and use of numbers, and to ensure that this ability once acquired is not lost. This phase would be conducted in various mother tongues.
2. To familiarize the neo-literates with the social, political and cultural realities of their region and of their country, and how these relate to those of their neighbors.
3. To mobilize the private sector: to provide leadership skills for basic literacy; to assist in developing and distributing literature designed for the adult interests and needs; to assist in financing all forms of pre-professional and

professional training intended to create a higher and more proficient level of agricultural and commercial exploitation of resources in the nation; and to understand and to contribute to the national objectives of the campaign and the general development programs by creating voluntary classes, financing equipment by Harambee effort where necessary, and contributing training costs of their self-help teachers.

4. To equip the related government and NGO services: to provide the basic personnel and training infrastructure to the campaign; to provide animation, supervision and technical support for the voluntary efforts; to ensure regular resource management and record keeping, including (a) baseline studies to determine local needs, local campaign goals, and local resources and leadership to serve the campaign; and (b) statistical records of the input of adult learners, progress and difficulties of learners, evidence of completion and success rates, evidence of economic benefit/drawbacks to adult learners, other persons, and the community as a whole; and to provide regular monitoring and evaluation design services at the division, district, provincial, and national level.
5. To encourage a wider respect for the many regional languages of Kenya as a means of enhancing our rich cultural heritage, especially through teaching literacy in these languages.
6. To promote Kiswahili as the national and official language.
7. To stimulate the creation of additional continuing learning opportunities for adult learners, through correspondence study, radio listening study groups, and adult technical training in subject areas which enhance adult participation in new technologies, adoption of new methods, and sharing in cooperative organization.

Kenya thus sees the task of literacy promotion within the larger context of lifelong education and cultural promotion.

Kenya literacy campaign approach

The recent census figures showed that 35% of all male Kenyans above the age of 15 and 70% of all female Kenyans in the same age group, could not read and write. Not only must these adults be helped to acquire new skills and technological information necessary in performing their daily tasks but, equally important, they must be educated to acquire the right attitudes towards themselves, their society, country, and even the larger international community. Our literacy and adult education program is also aimed at freeing the individual from past prejudices, some deeply instilled in him through generations of domina-

125

tion, and especially those that touch upon his dignity as a human being in a free country. In order to fulfill these objectives, and basing the decision on lessons learned in 1960s and 1970s, Kenya decided to adopt the functional literacy approach.

This functional approach links literacy teaching with the ordinary everyday activities of adults. Education in this context begins with and continues to make use of experiences familiar to adult students, including their spoken language. When associated with development projects literacy reinforces the impact of the action undertaken by the former. The teaching provided is, therefore, rooted in the work situation, alternating theory and practical application; while at the same time making use of the adult's previous knowledge.

In Kenya the application of functional literacy approach is ensured through integrating literacy with the national development programs and projects which are defined in the National Development Plan. Different areas of the country carry out their literacy training, implement their development projects and produce and use low-cost materials, according to their local occupational functions, geographical location, and the language of communication. Admittedly, these factors make it unwise to prescribe a common curriculum or procedure for the whole country. We have discovered that where literacy is integrated with development/social activities, drop-outs are minimal. This is especially true where literacy is integrated in income-generating activities.

Methodology

Methods of teaching reading and writing vary from the synthtic or formalistic at one extreme, to the global or analytic methods on the other. The method currently in use in Kenya encourages use of learner's experiences. Through discussions of subjects of interest, learners are introduced to sounds and words that are most familiar to them. As they progress from the first to the second primer, greater emphasis is placed on sentence construction based on topics related to their life and likely to sustain interest. The teaching of numeracy is also based on learners' experience with a view to stimulate and maintain interest. Initially, the teaching is concentrated on the recognition of numbers and the ability to reproduce them in writing. The learners are then introduced to the basic operations of addition, subtraction, multiplication and division, leading on to simple fractions and decimals, and then to the measurements of surface, space, weight, time and money.

Experience has taught us that it is difficult to measure in absolute terms the length of time needed for teaching literacy. Some individuals may become

126

literate in their local language in the space of three to four months, while others may take considerably longer. Level of education, cultural background, working conditions, family situation, geographical circumstances, and availability of teaching resources and facilities are some of the factors which determine the individual's progress towards literacy. Experience indicates also that most adults can achieve a reasonable level of functional literacy within twelve months, involving some 300 to 500 hours of attendance at literacy classes.

Co-operation and co-ordination with other agencies

From its inception the Department in implementing the campaign has sought and promoted co-ordination and co-operation with other Government Departments and Non-government Organizations. Notable within the Government are the President's Office, the Ministry of Basic Education, the Ministry of Labour, the Department of Social Services, the Prisons Department, the Ministry of Health, the Ministry of Information and Broadcasting, and the Ministry of Agriculture. Others include National Christian Council of Kenya, Catholic Secretariat, Kenya Adult Education Association, University of Nairobi, Kenya Scouts Association, Central Organization of Trade Unions, Kenya National Union of Teachers, Kenya Institute of Education, Maendeleo ya Wanawake (The Women's Organization of Kenya), and the Women Bureau. Areas of co-operation include workshops to develop post-literacy curriculum, primer writing and staff training.

The Department has also enjoyed considerable international co-operation and support. We have received scholarships and photographic equipment and materials from Unesco. The European Economic Community has helped with motor-cycles, cassette tape recorders and software, while the German Foundation for International Development (DSE) has financed and provided experts for workshops on Curriculum Development and Evaluation for Basic Education and Development Training Programs. The British Government has also supplied typewriters, duplicators, software, and experts for training on development and production of low-cost materials. Here, in Africa, the Afrolit Society, in conjunction with the African Adult Education Association, have sponsored and financed workshops. Exploration and negotiations for extra aid is going on with India and other European countries. All in all external aid has formed but a small fraction of our annual expenditure.

127

Achievement in the implementation of the program

Despite some formidable obstacles, the Department has covered quite a considerable ground towards the overall immediate goal – elimination of illiteracy:

1. The Department is now firmly established, and has been given adequate acceptance, publicity, and support by both the Government and Non-government institutions.[1]

2. In the course of the last three years a cumulative figure of 1,180,443 learners have enrolled in our literacy classes. It would be difficult to say that all of those who enrolled have been made literate. However, there is evidence that those who have gone through our program tend to look at life differently. They are more smartly dressed and they are all sending their children to school.

3. In an attempt to alleviate unemployment, the Government directed the Department to recruit three thousand full-time teachers from the Kenya Certificate of Education (Form IV secondary school) leavers. We also have about five thousand part-time and six thousand selfhelp teachers. Most districts have two supervisory officers and most provincial headquarters have three officers. At the divisional level we have an officer who performs administrative and supervisory duties. When fully staffed the headquarters will have forty officers. distributet in various administrative and professional divisions. All in all the Department has 4,004 full-time staff members, including the 3,000 literacy teachers.

4. The three thousand teachers have already had a two weeks' course during which they studied, among other things, how to teach reading and writing, how to teach numeracy, psychology of adult learning, and organization and management. Currently they are undergoing a two years correspondence course (Foundation Course in Adult Education) organized jointly by the Department and the Institute of Adult Studies of the University of Nairobi. The correspondence course is also supported by lessons on Voice of Kenya radio. The divisional officers have been given a two months course, while the

1 In 1978/79, the year immediately before the establishment of the Department of Adult Education, the annual adult education budget was K£ 340,000, compared to overK£ 3,000,000 for the year 1979/80. This level of financing, with slight adjustments, has been maintained during the last 3 years, and we expect it to continue.

district and provincial officers took a one month's course at the Institute of Adult Studies. A few of the officers have already taken a Diploma Course in Adult Education in the University of Nairobi. A number of other officers have been to, and some still are in, overseas countries to study for further degrees in adult education. The basic philosophy on training is to produce a cadre of professionals in the field of literacy/adult education.

5. Literacy teaching is being done in various local languages, except in places, such as towns, plantations, and industrial centers, where mixed ethnic groups exist. For the latter Kiswahili language is used right from the beginning. The rest first master their local language before switching to Kiswahili. Fifteen primers now exist in our various languages, produced in painstaking workshops of two weeks of baseline survey, involving 10-15 experts in linguistics, adult education, and the experts in the local language under consideration. This work is done on location, i.e., in the district or area where the books are needed, as a co-operative effort between the Department and the local community. The drafts so produced are then pretested before printing for distribution to the classes. Experiments on the development and production of low-cost materials have so far successfully been conducted in two districts. Following success in these two districts, a workshop has been held in which teams of district and divisional officers and a few teachers have been trained on the development and production of relevant posters, flaschcards, pictures, wall charts, flip-charts, and small booklets using local materials. These teams will in turn train others in their respective provinces and districts.

6. In an effort to sustain the level of the literacy gained and to provide useful continuing and lifelong education, the Department, in conjunction with other government departments, voluntary agencies, and the University of Nairobi, has prepared a post-literacy curriculum which has three core subjects plus as many optional subjects as an individual may wish to take. The three core subjects are: (a) The Government and peoples of Kenya; Health education and family life; and (c) Kiswahili language.

7. The Department has developed four multi-purpose district training centers at Kisumu, Baringo, Kakamega and Machakos. Others are being developed in Meru and Kitui. It is expected that soon most districts will have such a training center where adults will go for practical training in various aspects of their lives.

8. The Department has managed to purchase or acquire at least one vehicle per provincial and district headquarters. Vehicles for the Department Head-

quarters and training centers are also available. Divisional officers in four districts already have motor-cycles for their supervision duties. Motor-cycles for the rest of the country have been ordered and are expected soon.

Drawbacks and constraints in the implementation of the programm

As would be expected, running a program of this magnitude is not without hitches. A number of those sighted below are problematic, but solvable, while others are procedural and can be straightened through Government administrative machinery:

1. Following the President's directive on literacy education the people were highly motivated. The program received a lot of publicity in chiefs' barazas, political meetings, and in other public gatherings such as churches and cooperative general meetings. As a result leaders and the people started thousand of literacy classes without reference to the District Adult Education Offices. Yet they expected the Government to take over these classes as soon as they were started, supervise them, provide them with materials, and pay the teachers. The new Department, during its very embryonic days, was completely taken unawares and was forced to plan and implement simultaneouslly with obvious consequences.

2. Owing to circumstances beyond the Department's control it has not been possible to keep to the original plan of the enrollment drive. According to the revised plan a cumulative figure of 2,320,000 learners should have enrolled by the third year, yet, as shown below, only about half of them have done so so far. Some of the problems have had to do with shortage of resources, recent drought and shortage of food, and negative attitudes of some adults as far as enrolling in classes was concerned. In particular, we have found that men have generally not been enthusiastic about attending the same classes with women. As an experiment, and in order to attract the men, special »men-only« classes have been started, with some success. The following figures should be instructive:

130

Enrollment of Literacy Learners during 1979-81

Year	Men	Women	Total
1979	93,866	321,208	415,074
1980	89,053	309,824	389,877
1981	73,595	292,897	366,492
	256,514	924,129	1,180,443

3. Our three thousand full-time teachers were recruited as a Gouvernment's measure to reduce unemployment, expecially of the young generation. Those employed were young school leavers of 18-22 years of age. Not only do they lack enough confidence in themselves, but the adult students look down upon them as young and inexperienced, and therefore not worthy of attention. Of those that were trained early about 10% have left us to join other Government departments and private sector.

4. Quite a number of the constraints we have experienced in the effective implementation of the program have been caused by the slow bureaucratic machinery. It took more than a year to recruit most of the senior staff, especially those for the provinces and districts. Our books and other equipment are purchased or printed through a Central Tender Board. Sometimes it takes more than one year to have a primer printed. We are attempting to acquire our own adult education printing press to cut short this delay.

5. At the operational level the success of the program depends, to a large extent, on the performance of the teachers. They cannot be effectively efficient without sufficient training. To-date, owing to inadequate resources, about 5,000 part-time teachers and 6,000 self-help teachers remain untrained.

6. The Department is still suffering from lack of transport and offices. While we regard the division as the key operational unit within the implementation system, most of the divisional officers have neither office space nor means of transport. The whole problem has been compounded by the fact that the fuel allocation for the Department is too meagre for the campaign exercise.

7. Though Kenya has a seven years free primary education policy it has not yet declared such education compulsory. It follows, then, that the intake of primary schools is not yet 100%.

Future plans and prospects

The last three years of work on the literacy campaign has focussed attention on the following needs, demands and challenges:

1. We intend to give all our 11,000 teachers (part-time and self-help) at least a 2 weeks' initial course on adult education methods. Later the correspondence course on adult education will be open to them. We also intend to give our local teachers and officers (especially at the divisional level) more specialized training on development and production of low-cost materials, in order to ensure more self reliance.

2. It is the intention of the Department to establish village reading and documentation centers where the villagers will not only be able to get reference materials but will also be able to contribute their own experiences and discoveries through writing. The communities will also be encouraged to form radio listening groups and forums. At these centers, various innovative methods of communication such as drama, will be encouraged.

3. The Department intends to be very heavily involved in suggesting and influencing the content of various rural newspapers currently published by the Ministry of Information and Broadcasting. The department will also encourage various writers to produce simple readers in Kiswahili and English.

4. The Department will develop programs to integrate literacy/post-literacy education with existing women's groups (10,000 of them with a membership of 2 million), especially as it concerns development of leadership capabilities among the women.

5. Arrangements are being made to reactivate the Board of Adult Education at all levels - provincial, district and division - in order to streamline the system of participation and create a strong national reporting, advisory and coordinating base.

6. Kenya is widely known as a Harambee (self-help) country. We intend to exploit the spirit of development through self-help, so that, through it, we can intensify the campaign. Already we have started holding seminars for chiefs and local leaders which are geared towards the accomplishment of this goal. The next intended stage is to motivate our literate community to see the need of offering their services free of charge.

Lastly, we should not look at illiteracy as a problem for individual countries. A problem of this magnitude cannot, and should not be confined to the boundaries of individual nations. We therefore urge that more regional co-operation takes place in the field of literacy/adult education, especially through sharing of innovative discoveries and regular visits to learn from each other.

133

4.2.5. The Nigerian national mass literacy campaign: background and prospekts

From a presentation made by Prof. J.O. Ogunlade, Director, Continuing Education Center, University of Lagos, Lagos, Nigeria.

Policy decisions on the National Mass Literacy Campaign

Since the end of the Nigerian Civil War in 1970, the Nigerian National Council for Adult Education (NNCAE), a voluntary body formed in 1966 to promote adult education, had begun to lobby seriously for a national campaign to eradicate illiteracy from the country.

In 1971, the NNCAE organized a national seminar which produced a report containing detailed recommendations on the provisions which should be made for adult education in the Third National Development Plan of 1975-1980. The blueprint for adult education, as it finally emerged, had profited greatly from Unesco evaluations of the Nigerian needs in adult education and its recommendations on the structures and resources required for adult education promotion in the country.

In September 1975, the Federal Ministry of Education created a new unit, now a Section, to handle Adult and Non-formal Education. As part of the new National Policy on Education published by the Federal Military Government in 1977, for the first time, the Government announced its intention to launch a 10-year National Mass Literacy Campaign designed to eradicate illiteracy. No date was fixed, however,for the launching of the Campaign.

Soon after the Federal Military Government set up an Implementation Committee to study the new National Policy on Education and to make recommendations for its implementation. There was a separate sub-committee on adult education that represented all interests, governmental and voluntary. Important proposals were made by the Implementation Committee concerning the administrative structures that should be set-up for the effective development of Adult Education: National and State Commissions for Adult Education; Local Adult Education Comittees; and National and State Centers for Adult Education were all to be part of a national structure for adult education. The Committee also advised that:

»The first task of the National Commission, through its Mass Literacy and Post-Literacy Committee, will be the National Mass Literacy Campaign, regarded by all States, as a priority. It is estimated that it will take at least 18 months to prepare for the campaign and the target date for the launching could realistically be set as 1 January 1982.«

In October 1979, with the return to civilian rule, the new Federal Government reviewed the Report of the Implementation Committee and issued a Government White Paper. The White Paper accepted, with only minor modifications, the entire body of recommendations on adult education, including those on the National Mass Literacy Campaign. It became necessary, however, due to pressure of events, to move the launching date from January to July, 1982.

Current situation

(i) *Literacy statistics*

Nigeria has had adult literacy programs since the 1950s, but they have done little to move the country any nearer to the target of a wholly literate adult population. The percentage of illiterates has dropped slightly, but in terms of absolute numbers, due to the rapid growth in the population, there are more adult illiterates today than there were in 1950.

Exact figures are impossible to come by since the results of the 1963 census, which was the first head-count to ask for information on educational level, were annulled. The Federal Office of Statistics conducts annual household surveys which provide some guidance. The 1978 »Urban Household Survey« revealed that the illiteracy rate in urban areas was 38% among men and 57% among women, in the age-group 15 years and above. The »Rural Household Survey« of 1979 showed that, in the same age group in the rural areas, the illiteracy rate was 64.8% among men, and 73.34% among women. Even these figures are almost certainly optimistic because the survey had given no test of literacy and people were merely asked if they could read and write. No doubt many replied in the affirmative out of pride rather than admit that they were illiterate.

The Federal Ministry of Education, in cooperation with the Federal Office of Statistics, is now planning a National Literacy Survey to take place in April, 1982. This will provide information on the numbers, location and socio-economic characteristics of our illiterate citizens. The survey will be made on a sampling basis, of 100 households in each Local Government area.

(ii) *Literacy programs*

In Nigeria today, adult education is primarily a State matter and every State has some program of adult education. In all but two States, adult education comes under the State Ministry of Education but the actual administration of literacy and post-literacy classes is in the hands of Local Government Authorities. This situation does create confusion and conflict. The role of the Ministries of Education is to set standards, control quality, train personnel and to provide direction in the choice of programs and materials. Every State, in addition, has some provision for literacy and post-literacy programs in their budgets. A few States have experimented in small projects with functional literacy but these are rare.

Data on existing adult education programs is difficult to gather but the following gives some idea of enrollments in literacy and post-literacy programs:

1976/77	(Data from 13 States. There are 19 States in Nigeria in all.)	
	Number in literacy programs:	333,522
	Number in post-literacy programs:	90,891
	(Estimated national total in literacy programs: .49m.)	
1977/78	(Data from 15 States.)	
	Number in literacy programs:	440,490
	Number in post-literacy programs:	57,677
	(Estimated national total in literacy programs: .56m.)	
1978/79	(Data from 11 States.)	
	Number in literacy programs:	321,221
	Number in post-literacy programs:	105,986
	(Estimated national total in literacy programs: .55m.)	

It is clear from the above that if we compare the existing program coverage with actual needs (roughly fifty million adults are illiterate), then little headway is being made against illiteracy.

Financing literacy programs

The financing of literacy programs presents a complex problem. Until the Fourth Development Plan, 1981-1986, no provision was made in the national budget for literacy as such; it was covered under adult education in general. Even for adult education, provision in the past was meagre in the extreme. It did not figure at all in the First and Second National Development Plans and in the Third National Development Plan, adult education received only about 0.01% of the total education budget. At this time Nigeria was preparing to

launch the Universal Primary Education Scheme (1976) and programs for teacher-training and primary education expansion, understandably, absorbed the bulk of the financial allocation. Furthermore, at the time the Third Development Plan was being prepared, there was no special Adult Education Unit at the Federal Government level to press for an allocation, commensurate with adult education needs. The exact capital allocation for adult education for five years of the Plan, 1975-1980, was 6.76million: 1 million to be expended on a National Center for the Development of Adult Education; and 5.76 million for a variety of projects, distributed unevenly among the then 12 States according to their individual requests. (Two States at least had no financial provision whatever.)

The Fourth Development Plan (1981-1986) contains provision for two capital projects: the first is the re-voting of roughly 1 million per annum for the construction of the National Center for the Development of Adult Education, which, for various reasons was not undertaken in the Third Plan period; and the second is a provision of 10 million over the five-year period (i.e., 2 million per annum) for the National Mass Literacy Campaign. When this is compared with the estimates prepared by the Federal Ministry of Education, which total 185.7 million for that same period to reach a target figure of 5.7 million new literates, (exclusive of the capital and running costs of National and State Centers and the use of the mass media), it can be seen what a great distance still has to be travelled in order to obtain realistic financial provisions for the Campaign.

The central issue which must be resolved if the Campaign is to attain its present stated objectives, it that of the source of funding. Since adult education is a State matter it is argued by some that the States and Local Governments should at least bear the burden of paying for the teachers' training and remuneration, classroom equipment and the construction and running costs of the State Centers for Adult Education. Many of the States, on the other hand, maintain that their revenues are insufficient to bear this burden, that is, roughly twothirds of the total cost, unaided by the Federal Government. It is hoped, however, that the National Assembly will recognize the vital importance of the Campaign to national development and take the necessary steps to ensure that it receives adequate funding and that all levels of government, Federal, State and Local, each will contribute their fair share.

The commitment of the States

Under a Federal constitution like Nigeria's, the States possess a high degree of autonomy in many areas which in Nigeria include both adult and primary edu-

cation. There are, however, in Nigeria two important organs for consultation and national consensus. These are the Joint Consultative Committee on Education (J.C.C.) which is an advisory body of *professionals* drawn from Federal and all State Ministries of Education, the National Union of Teachers, the Universities, Institutes of Education, the National Education Research Council and other national educational agencies. The J.C.C. reaches its decisions by a consensus and these are passed on for ratification to the National Council on Education (N.C.E.) which is composed of the Federal Minister and the State Commissioners of Education. In the N.C.E. again, decisions are reached by a consensus. Since every State Ministry of Education is a party to the decisions, it is expected that it will do all it can to ensure that those decisions are implemented after approval by that Government.

Both the J.C.C. and the N.C.E. have approved of the National Mass Literacy Campaign in principle and have recommended to the States a number of measures designed to aid the development of adult education in general and the National Mass Literacy Campaign, in particular. For instance, States have been asked to set up State Commissions and build State Centers for Adult Education. They have also been advised to set up State Literacy Task Forces and, pending the building of State Centers, to set up Technical Teams to develop mass lilteracy programs and materials and begin training workers at the grassroots.

Actual implementation has varied widely from State to State depending on their varying commitments to mass literacy. For example, Kano State, being deeply committed to mass literacy, has set up an Agency for Mass Education which fulfills roughly the same functions as a State Commission; has embarked on a widespread building program of Adult Education Centers in different Local Government areas; and in 1981 alone voted 4 million for the mass education program in the State (twice the Federal budget for 1981 for the literacy campaign). Three other States have built, or are in the process of building, State Training Institutes for Adult Education. Several States have prepared or are in the process of drawing up memoranda to State Assemblies for the establishment of State Commissions for Adult Education. The majority of the States have expanded their in-service training programs for adult education officers and to a greater or lesser extent have expanded and up-graded their adult education establishments. One or two State Governments do not see the National Mass Literacy Campaign as a priority in the face of their already heavy commitments in the formal sector of education. If, however, the Federal Government is able to give a strong lead to the Campaign, together with some financial asisstance, there is no doubt that every State will be glad to participate fully.

Problems

In addition to the various problems alluded to above, is the problem of the shortage of personnel trained in adult education in general, and in mass literacy strategies and techniques in particular. There is also the dearth of suitable adult literacy and post-literacy materials.

Another problem is that of language. It is estimated that Nigeria has over 360 languages, many of which are still only spoken, not written languages. The official National languages are: English, Igbo, Hausa and Yoruba, but nine main Nigerian languages in all are used for Federal radio news broadcasts. Certainly, many more than these nine will have to be used for the literacy Campaigns, since it is an established fact that literacy skills are most easily learnt in one's mother tongue. Many lingustic groups are so small, however, that a Nigerian local lingua franca will have to be used instead of the mother tongues, if only because it is both too impractical and too expensive to develop materials in those languages. The problem will be to decide when the mother tongue must give way to the lingua franca.

Nigeria is such a vast country that communications present a serious problem both for inter- and intra-State communication; for distribution of materials and feedback; and in distant areas, even for radio reception of educational broadcasts.

Finally, there are the problems already referred to of the lack of an overall administrative struture that can organize and implement the Campaign and the lack of suitable physical structures for Adult Education Centers to service it.

Plans and preparations for the National Mass Literacy Campaign

(i) *Federal inputs*

(a) *Administrative machinery*

The Federal Government is planning to set up, without further delay, a National Commission for Adult Education. This body will be responsible for the planning and coordination of all adult education programs at National level from literacy to tertiary levels. But a National Literacy Task Force has been set up already by the Federal Ministry of Education to handle the National Mass Literacy Campaign. The functions of the Task Force will include identification of priority programs, assessment of training and materials needs, estimating

financial requirements and advising the National Commission in all these areas.

(b) *Physical facilities*

The Federal Government is now constructing the National Center for Adult Education in Kano. Its principal functions will be to train senior adult education personnel; to develop, produce and evaluate programs and materials for adult education; and to act as a national resource and documentation center for adult education. In the first few years, priority will be given to programs relevant to the Mass Literacy Campaign.

(c) *Training of personnel*

In view of the extreme shortage of trained adult education officers, the Federal Government has decided to assist the States in training additional personnel. Different types of training courses are being offered, in addition to the regular university adult education degrees and diplomas: a one-year university course for officers wihout previous training in adult education; and a 3-month course on specific topics for top-level officers who cannot be spared for long periods of time. All courses will concentrate on the planning and implementation of mass literacy programs.

(d) *National literacy survey*

A National workshop on the National Literacy Survey is planned for State officers in February 1982. The participants will then return to train their State enumerators and the Survey will take place in April, 1982.

(e) *Transport and equipment*

The Federal Ministry is assisting the States with the provision to each, of two Landrovers with public address equipment in 1981, and ten in 1982, together with motorbikes fo supervisors. Minimal office equipment for State headquarters will also be supplied and the cost of printing literacy materials will be borne by the Federal Government.

140

(ii) *Input by the States*

(a) *Administrative machinery*

All States will set up State Commissions for Adult Education as discussed above. In addition each State will set up a Literacy Task Force to draw up guidelines on overall literacy objectives, policies, programs and priorities for the State.

(b) *Physical facilities*

Each State will have at least one Adult Education Center for the development and production of teaching/learning materials for adults and for the training of grass-roots personnel. In addition, each center will contain a resource and materials production unit, a library and documentation center for adult education in the State and will be equipped with two or more mobile cinema vans. Only one or two States at the moment have a center which can potentially be expanded to meet all the needs. Those States without such Centers have been asked to develop Technical Units in temporary facilities to undertake the tasks that must be undertaken urgently.

(c) *Personnel*

States will be expected to make provision for additional establishments required to implement the National Mass Literacy Campaign. In addition, they will be expected to run one-month workshops to train supervisors and instructors at the following rate per State:

1982	600
1983	1,200
1984	2,000
1985	2,000

This will make a cumulative national total in the nineteen States of 110,200 (619 x 5,800 = 110,200) over the four years.

Campaign strategies

(i) *Phasing of the Campaign*

The Campaign must of necessity be phased since it is not practicable to divide 50 million illiterates into ten parts and make 5 million people literate every year. Instead, the Campaign must be organized to produce addtitional materials and trained personnel year by year so that there is a »snowballing« effect. Between now and the launching of the Campaign, there will be intensive preparation by way of training of personnel and development of materials and programs. The targets for coverage of illiterates each year is as follows:

1982	285,000
1983	855,000
1984	1,805,000
1985	2,755,000

(ii) *Arousing mass awareness*

Before and during the Campaign it is essential that the entire country, from policy makers and senior management down to the man in the street, should be made aware of the need for and the purpose of adult literacy. Among other things, it is intended to harness the talents of Nigerian dramatists and musicians to popularize the literacy drive in the country.

(iii) *Use of radio for literacy teaching*

In order to maximize scarce resources in the teaching field and to create a greater impact on the minds of the learners, it is intended to utilize a technique which is new to Nigeria. This is the use of radio lessons in conjunction with listening/learning groups. This necessitates the development of a complete learning package combining radio programs, radio scripts, teachers' guides, learners' texts, and visual and other teaching aids.

(iv) *The learning program*

It is planned that the learning program should be immediately preceded by one-month public enlightenment and propaganda campaign on both televi-

sion and radio and in the press starting in July, 1982. The aim of this program will be two-fold: to enlighten the general public and enlist the understanding, support and cooperation of the literate sections of our people; and to inform the illiterate and semi-literates to persuade them to enroll for the learning programs. Classes should begin as soon as the subsequent enrollment is completed and a 9-month course of face-to-face teaching will follow.

(v) *Literacy campaign and media campaigns on development issues*

The role of the mass media, however, will not end with the one month's propaganda campaign. Regular programs should continue on radio and television and in the press, reporting on the progress of the Campaign and giving publicity to letters and feedback from the participants in the learning program. In the beginning, learners can communicate their views through their teachers' letters. Later, as they learn literacy skills, they can make their own individual contributions. In this way, attention will be continually renewed as learners wait to hear their own letters and contributions read over the mass media. Much later in the program, probably in the seventh month, a mass media campaign, focussing on a development issue of great importance to the nation, will be launched and will last for 6-8 weeks. This media campaign will overlap the last 6 or 8 weeks of the face-to-face learning program in literacy classes and should be closely related to it. By this time, most learners should be reading simple sentences; and at this time, the content of their reading matter should relate to the education program on the mass media. The classes will then become both listening and learning groups and the interest of the learners will be sustained over those last few weeks when normally there would be a number of drop-outs.

Conclusion

Planning and organizing a National Mass Literacy Campaign in a country as vast and as varied as Nigeria is a formidable task but the Federal Government is confident that it can and will be done successfully. Furthermore, the Government is undertaking it in the firm belief that in educating the people of Nigeria we are forging not only a strong tool for national development but also a strong bond for National Unity.

143

4.2.6 Adult Literacy in Sierra Leone: History, Policies, and Future Strategies

From a presentation made by the country team from Sierra Leone (John W. Davies, President, People's Educational Association of Sierra Leone, Freetown; V.J.V. Mambu, Head, Department of Extra Mural Studies, University of Sierra Leone and President of the Sierra Leone Adult Education Association, Freetown; and I. Bangura, Head, Adult Education Unit of the Ministry of Education and Secretary, Sierra Leone Adult Education Association, Freetown).

The country

Sierra Leone is a small state of 27,000 sq. miles, lying along the West Coast of Africa, bounded on the North by the Republic of Guinea, on the East by the Republic of Liberia and on the West by the Atlantic Ocean. The country has a population of 3.5 million according to the 1973 census, with an illiteracy rate of between 75% and 80%. Recent surveys show that in the rural areas the illiteracy rate could be as high as 90%

Sierra Leone, although a small country, yet has eleven ethnic groups or tribes, with eleven corresponding local languages, each distinct from the other. For administrative purposes, the country is divided into four main regions or provinces; these provinces are subdivided into twelve districts; and each district has several chiefdoms depending on the size of the district. The country has a one party system with an Executive President.

A historical background

Literacy education in Sierra Leone has about four decades of history. As early as 1946, the Provincial Literature Bureau organized regional literacy campaigns in the provinces. These campaings were quite successful and they involved enlightened Paramount Chiefs who have continued their efforts. The Government, prior to 1967, supported the Bureau's work with financial assistance. The Bureau has been active in the production of reading materials in the local languages and organizing its own literacy program.

In 1957, literacy work was taken over by the department of Social Welfare. Between 1960 and 1962, literacy campaigns were intensified in Kenea, Bo, Kailahun and Tonkolili Districts.

In 1964, the Department of Extra-Mural Studies of Fourah Bay College, convened a meeting of all those involved in or interested in adult literacy work in the country. As a result, a Coordinating Committee for Literacy was set up. The committee made a survey of existing facilities and issued a report on the 16th November 1964. The survey identified Kenema District to be the location of a pilot literacy project and the language of instruction was to be Mende.

In 1965, by the order of the Prime Minister, the National Literacy Committee was established, under the Ministry of Social Welfare. A working group of the National Literacy Committee produced a five-year plan for a nation-wide literacy campaign. Detailed estimates amounted to Le. 11 million for the five-year period. This literacy campaign project was not executed because of lack of financial support.

In April 1966, Dr. Edith Mercer from the Ministry of Overseas Development visited Sierra Leone on a mission to advise the government on its request for a Pilot Literacy Project in this country. Dr. Mercer recommended, inter alia, that government put in a request to Unesco for a feasibility mission to be sent to Sierra Leone, and that the responsibility for literacy be transferred from the Ministry of Social Welfare to the Ministry of Education in order to maintain closer links between formal and non-formal education. Two Unesco experts were indeed sent out in 1967. They planned a four-year functional literacy pilot project to be located in Kenema. No action was taken on this report, however, because they asked government to pay 53% of the total cost of the project which was considered too heavy at the time.

The National Literacy Committee in the Ministry of Education which has survived various disappointments seeks to co-ordinate and supervise efforts in literacy education. It also ensures that physical facilities, like classrooms, under the control of the Ministry of Education are made available for literacy activities. Some of the institutions and organizations engaged in literacy activities include the Urban Ministry, the United Church Women, the Crystal Youth Club, the United Christian Council, the Y.M.C.A., and the Army, to name a few.

General trends

There has been a slow but steady upward trend in the development of adult literacy education in Sierra Leone. During the colonial period of 1940s and

1950s, adult literacy provisions were very minimal and poor in quality. The few missionaries engaged in that area stressed simple literacy in English. The colonial administration saw a disruptive political element in adult literacy work because, the natives would begin to ask questions. Thus, the provision was poor in quantity and quality.

During the 1960s, there was a definite shift from a simple literacy to functional literacy programs. The use of our local languages as media of instruction, was introduced in the social welfare program in the Provinces. Officials such as Messrs. A.M. Vandi, J.W. Davis and the Late Odowu Hyde were pioneers in the area of functional literacy in Sierra Leone. The Government, during that decade began to be slowly aware of the importance of adult literacy in nation-building and surveys were conducted and a skeletal administrative structure was established.

During the 1970s to date, there has been faster, though still inadequate progress in the area of adult literacy. There is now a steady upward trend and structures are slowly being built as exemplified by the increase in staff and allocations of the Adult Education Unit; the setting up of diploma and certificate courses at the Department of Extra-Mural Studies; the establishment of the National Adult Education Association and the National Literacy Committee, etc. The momentum during the 1970s, if continued during the 1980s, will definitely make a meaningful impact on our present high incident of 85% illiteracy rate.

Policies

Policies in adult education with particular reference to adult literacy have been few and scattered. The current sources of policy statements are: the last five-year National Development Plan, annual development plans, the Budget speeches of His Excellency the President, pronouncements of the Hon. Minister of Education, the Sierra Leone Education Review and Policy Files of the Adult Education Unit.

The Government's awareness of the importance of functional literacy is evident in the document, entitled: »Elements for Formulation of Development Plan (Vol. 3) - Development of the Social Sector.« It states, inter alia, that »A special approach is to make functional literacy and basic arithmetic integral parts of an extended community development program. The main advantage would be that these two academic subjects would be taught together with practical demonstration of how the villages can improve their economic activities and other ways of life within their communities (pp. 8 and 15).«

The Sierra Leone Education Review recognizes as well the problem of illiteracy in the country. It states: »Many of these people (illiterates) will already be working or looking for a means of livelihood mostly in traditional occupations such as farming, craft work and trading. Their major need is to become economically productive.« The cardinal issue for the Sierra Leone Education Review is the »relevance of the educational system to our social milieu.« In the nonformal sector that translates as »functional literacy.«
Recent policy statements of the Hon. Minister of Education included the recognition that adult literacy is Governments's second priority in Education and Primary Education is priority Number 1. That sounds like a retreat to many. There is indeed no coherent policy statement for all providers in the area of adult literacy education. Such policies on adult education are urgent. One of our immediate concerns is to convene a National Conference on Adult Education Policies in a similar vain as the Arusha Diclaration on education for self-reliance in Tanzania. At such a conference, relevant ministries, non-government bodies, politicians and observers from UNESCO, ILO, UNICEF, UNDP and WHO will be present. The Policy Conference on Adult Education will clearly establish government's commitment and intent in the development of adult education in Sierra Leone.

Historical dates in the development of adult literacy education in Sierra Leone

Given below are some of the important dates in the history of adult literacy promotion in Sierra Leone:

1940s - Church Missionary Societies, e.g., C.M.S. Methodist, Roman Catholic and U.M.C. conducted literacy classes for lay preachers and church officials in order to enable them to read the Bible, sing hymns, etc.
1946 - Provincial Literature Bureau was set up at Bunumbu Town in the Kailahun District. Regional literacy campaigns in the provinces were organized.
1957 - Ministry of Social Welfare organized literacy campaigns in the provinces.
1960-62 - Intensification of literacy campaigns in Kenema, Bo, Kailahun and Tonkolili using local languages.
1964 - Department of Extra-Mural Studies convened a meeting of providers of adult literacy programs.
1965 - The National Literacy Committee was established by order of the Prime Minister.
1966 - Dr. Edith Mercer from the Ministry of Overseas Development visited Sierra Leone in order to advise in the setting up of a Pilot Literacy Project.

147

1967 - Ministry of Education assumed overall responsibility for literacy education.
1975 - Bunumbu Teachers College introduced community education in its training programs.
1976 - People's Education Association was revived.
1977 - The Adult Education Unit was formed in the Ministry of Education as a separate entity from the Planning Division, with a Senior Education Officer as its head.
- UNESCO Work-Oriented Functional Literacy Program started in the Bombali District.
1978 - Recruitment of more staff for the Adult Education Unit and deployment of staff to provincial head-quarter towns.
- The National Adult Education Association was inaugurated by the Hon.Minister of Education.
1979 - UNESCO Nation-wide Survey of Adult Literacy Statistics in Sierra Leone was completed.
1980 - Completion of UNESCO National Survey for gathering out-of-school and adult education statistics in Sierra Leone.
- Sector Review Mission (UNESCO) visited Sierra Leone and proposed a Pilot Literacy Program to commence in mid-1981, with significant financial support from UNDP.
- Cooperative Pilot Literacy and Numeracy Program was established in Bo District.
- Diploma and Certificate Courses commenced at Fourah Bay College.

Hopes and strategies for tomorrow

The emergence of the technology of the mass literacy campaign through the initiative of international educational organizations has given impetus to the struggle against illiteracy, ignorance and poverty in the world and more especially in the developing countries of which Sierra Leone is one.
A new commitment is emerging in Sierra Leone. This is clearly demonstrated by the increase in staff and funds allocated for the Adult Education Unit. And with significant support from the German Adult Education Association (D.V.V.), the Adult Education Unit, The Department of Extra Mural Studies, The People's Educational Association, are all beginning to develop new strategies to plan for a national literacy program, among them, the following:

(1) Training of adult educators who would be pioneers, on *voluntary* basis for a national literacy program.
(2) Institution of a national statutory body called the National Council for the Eradication of Illiteracy in Sierra Leone.
(3) A non-formal program using the most popular media to develop awareness among all people on the magitude of the problem of illiteracy and to nurture the commitment of politicians, intellectuals, planners and the rest of the population.

(4) Strengthening of the Sierra Leone Adult Education Association in its role of supervision of all literacy and non-formal adult education programs; and provision of either professional or material assistance to all its member associations and agencies of adult education.
(5) To develop all local languages in conformity with the principles of the national orthography committee so that they could be used for instruction in all basic educational and adult literacy programs.

The larger task, understandably, is political. Techniques of teaching and training; and systems of delivery for services to the peoples have meanings only if political visions and commitments accommodate literacy actions. In Sierra Leone, the political system is based on the one-party model and the ruling party is called the A.P.C. (All People's Congress). This is the primary institution of the government and is the only recognized party. Voices of the Central Planning Committee are as important as those of the parliament. The development of political awareness is the primary objective of the party (Government). We adult educators are now in the process of unifying our efforts with those in the party to develop a national literacy program which would satisfy both the politicians and the educators. We must conceive it in this way because no national literacy campaign could ever be divorced from the political aims of its coutry and all campaigns must get the blessings of the political system of the day whether it is capitalist, communist or follows any other ideology. Since the A.P.C. has established structures all over Sierra Leone, we can easily reach the people through these already established structures of the ruling political party.

How do we go about this partnership with the established branches of the political party? A non-formal adult education program designed to educate the political and administrative operators themselves through the media on the advantages of a national literacy program for all, will enable the dicision makers and all those concerned to cooperate in fighting against illiteracy so as to establish an educational environment and a stable system of government for national development. Once the cooperation of the politicians, decision makers and planners is achieved, concerted efforts would then move the power elite to set goals and to mobilize for the attainment of these goals. And to crown it all, we solicit the help of international organizations for the means for us to achieve this marriage between the political and educational structures, a process which would facilitate the commitment of the power elite to the course of the eradication of illiteracy. Our justification for literacy plans to the masses would be a need for *cultural* evolution which would enable us to provide for more of people's participation in the social, cultural and economic activities of Sierra Leone for national development.

4.2.7 Campaign for literacy in the democratic republic of the Sudan

From a presentation by Abdel Rahman el Sheik, Director, Department of Adult Education of the Ministry of Education and Instruction, Khartoum.

Historical background

Adult education in the Sudan began in 1944, as an experiment in the Institute of Education at Bakht-Er-Ruda. The aims behind that experiment were: (a) To bridge the gap between the new generation educated in the modern schools and their fathers who did not have that privilege; (b) To meet a direct need dictated by the adoption of democratic insitutions of government both at local and central levels; and (c) To use the possibilities of adult education to stir communities in positive ways.

Very little work was done during the Second World War period. The year 1944 was the real starting point in the field of adult education in the Sudan. In that year, Bakht-er-Ruda started its extension programs by operating a village improvement experiment in a small island called Um Jerr.

The Um Jerr experiment started as a model experiment in adult education. The method used was that of *ad hoc* discussion circles, and training of local leaders for the betterment of their communities through the mobilization of local efforts and resources. So, in the beginning it was the spoken word; and the key theme was civic education. This was so, because the belief among Sudanese adult educators has always been in creating a general atmosphere conducive to learning before starting an educational experiment itself. The belief is that we must persuade people first; arouse their interest in education and betterment of their environment; and create conditions for community development which will make them see the need for adult literacy and education. After the experimental stage, this activity spread to the „Gezira," a cotton-growing irrigated area, and to other agricultural schemes and urban centers.

In 1946, the Department of Education established a special Publication Bureau and it was charged with the duty of producing books for discussion circles, literacy primers, follow-up books, audiovisual materials and a monthly magazine for adults. In the same year, the first Boys' Club was opened to cater for elementary school-leavers. In 1951, the Ministry of Education established a spe-

150

cial Adult Education Section to plan, co-ordinate and supervise literacy work and other adult education activities in the vartious regions of the country.

In the period 1969–1973, the Sudan was the home of one of Unisco's projects under the Experimental World Literacy Program. The specific objectives of this project, in the first three-years phase, as spelled out in the plan of operation, were:

(a) To set up the basic infrastructure for the new functional literacy scheme.
(b) To teach the illiterate majority of the population basic reading, writing and arithmetic, emphasizing the current vocabularies of agricultural and industrial practice. (In the pilot phase 16,000 adults, both male and female, were to be covered.)
(c) To plan and carry out experiments bearing on curricula, teaching methods and materials, forms of organization, supervision, administration and co-ordination.
(d) To integrate educational, social and economic activities so as to achieve overall development through co-ordination of work with various public and private bodies.
(e) To evaluate the various aspects of the project and its effects on economic and social development.
(f) To stimulate and functionally orient adult literacy activities in areas not covered by the experimental sub-projects.

It is worth mentioning that the two sub-project areas were selected because they represented key sectors in the national economy and were models for land reclamation and industrial development. These sub-project areas were: the irrigated area of Khashm-al-Girba; and the Khartoum-North industrial area.

In 1973, the work-oriented adult literacy project was over for which the following major achievements can be claimed:

(a) Functional literacy as a concept gained solid grounds within the policy-making strucures. The President of the Republic during the Education Festival on February 24, 1972 called for the eradication of illiteracy in 6 years and for the establishment of functional literacy centers in all production units.

(b) The *Literacy and Functional Adult Education Act* was issued and came into effect as from February 24, 1972. According to this act all establishments were and are required to combat, at their own expense, the illiteracy of their workers.

(c) The National Conference of the Cultural Revolution was convended in June 1972 to outline a national policy of cultural and social change. Func-

tional literacy as a tool of cultural and socio-economic change occupied a prominent place in the discussions of this Conference.

(d) The Central Committee of the Sudanese Socialist Union issued a document outlining a *Program of Action* for the next five years, according to which the illiteracy percentage was to be lowered to 30%.

(e) Four programs in functional literacy were being drawn up to be implemented in the national campaign. These were: the Agricultural, the Industrial, the General Services, and the Housewives' Programs.

Training

The training of the working personnel has been one of the main features of adult education work since its very early start in the Sudan. This training was very much affected in content, method, and trainee recruitment by the different concepts and forms of adult education and literacy which were adopted during different periods of time. With the adoption of the concept of fundamental education in the late 1940s and early 1950s, training was directed to the planners and supervisors, with the objective of creating and adult education cadre which was to take up the job of training at the local level. These planners and supervisors were typically sent to specialized institutes in the United kingdom and to ASFEC in Egypt.

With the introduction of the community development approach, the scope of training was widened to include greater numbers of trainees. The first batches sent to ASFEC stayed for 18 months of training. Later the period was reduced to 9 months. By the end of the year 1958, Unesco had asked the Government to draft a plan to establish a national center to train village level workers in all aspects of community development in the country.

The National Center for Literacy and Adult Education

In 1969, the training center started its work as a boarding institute. Field workers were trained and a pilot project was initiated to test methods and techniques. Adult education officers were trained in this center in order to assist Sudanese village dwellers in understanding the problems of their environment and finding the means and ways to overcome them. Besides they were trained to know the ways of improving their standard of living. One of the main objectives of the center was to carry out field experiments to modernize community development techniques and adapt them to the Sudanese village.

The adoption of functional literacy concept which came as a results of implementing the Unesco project on functional literacy (1969 to 1973) witnessed, as far as training is concerned, recruitment of a new kind of manpower in the field of literacy and adult education. New recruits included technicians, foremen, laborers and other civil servants rather than school teachers who used to form the main bulk of adult educational personnel. The new recruits had to link and bridge training and development. The training for adult education and literacy in the context of development led to the introduction of adult educaiion projects as a component of training in teachers' training institutes and those of other specialized training centers as well.

The National Institute for Literacy and Adult Education

This institute was established in 1972 by the Unesco's work-oriented adult literacy project with the objective of preparing quailified cadre of functional literacy supervisors and instructors. The duration of each course is two months on a full-time basis and the graduates are awarded a diploma for functional literacy supervision.
The trainees were selected from among adult education officers, supervisors working in adult education programs in different units, ministries and organizations. The method of training follows the »field operational« approach.
At the present time, and due to the development in the concept and method of adult education, the department of adult education has started to train at the post-graduate level in the School of Extra-Mural Studies of Khartoum University and in the faculty of Adult Education at Juba University.

The First Six-Year Plan: 1977/78 - 1982/83

Planning for literacy work is not a new venture in the Sudan, but former literacy activities were based on partial plans aimed at specific sectors or geographical areas. The literacy plans presented and viewed below are the first comprehensive plans in the Sudanese experience, for they are linked to the overall national educational developmental plans and they aim to eradicate illiteracy from among cetrain target groups during specific periods.

Objectives of the Plan (1977/78 - 1982/83)

1. *Long-term objectives*

The Universal Declaration of Human Rights (1946) stipulates that education is one of the fundamental rights of all people Article 29 of the Sudan Constitution states that literacy and adult education are national duties requiring the mobilization of all official and popular energies and resources.

2. *Immediate objectives*

Immediate educational objectives of the plan are:

(a) To reduce the illiteracy rate from 80% to 30% among approximately 4 million persons between the ages of 10–50 years, within the 6 years period of the Plan.
(b) Expansion in primary education to raise the ratio of enrollment of children aged 7 years into the first grades of primary education from 43.5% in 1975/76 to 75% in 1980/81.

Obstacles that confronted progress in literacy activities during the last years of the plan

Clearly, the targets were far from being met. While the hopes may have been unreal, the obsacles were indeed real:

(1) Shortage of adequate government funds to finance a large-scale national literacy campaign.
(2) Shortage of human resources.
(3) Inability of elementary schools to absorb all children of elementary school-age.
(4) Scarcity of voluntary efforts in literacy field.
(5) Lack of co-ordination among the various ministries and institutions involved in literacy work.

The new plan for the national campaign (1982–1989)

With the adoption of the Arab strategy for confrontation of illiteracy in the Arab countries, the Sudan started to plan for the eradication of illiteracy among 4 million people within a period of 7 years.

Table 1: The Six Year Plan for the Eradication of Illiteracy (1977/78 - 1982/83)

Year	No. of illiterates (10-50)	National illiteracy rate	No. of illiterates to be educated
1977/78	6,530,000	71%	299,587
1978/79	6,110,000	65%	455,469
1979/80	5,750,000	58%	494,639
1980/81	4,900,000	50%	484,871
1981/82	4,100,000	41%	496,990
1982/83	3,300,000	32%	485,697

Table 2: Rate of Eradication of Illiteracy for the Years 1977/78, 1978/79 and 1979/80

Year	1977/78	1978/79	1979/80
Target group	299,587	724,223	1,182,225
Those who were educated	30,832	36,637	34,144
Rate of success	9%	5%	3%

The main features of this plan is to eradicate illiteracy in the context of the overall confrontattion of illiteracy which basically means the participation of all organizations and institutions concerned with community work. The overall confrontation plan for eradicating illiteracy in the Arab countries is based on:

(1) Linking the structure of general education with the phenomenon of illiteracy so that the blocking of illiteracy at its sources becomes part and parcel of the overall plan itself.
(2) Linking literacy with development to become an integrated social fact.
(3) Making literacy *compulsory* and determined by a time limit.

The following are the basic principles of the Arab strategy for the confrontation of illiteracy:

(a) The cultural concept of literacy.
(b) The overall confrontation (The integration of literacy efforts with those of development).
(c) The United Arab action in the fight against illiteracy.
(d) Blocking the sources of illiteracy through the introduction and universalization of compulsory primary education.
(e) Achieving the integration of school education with literacy standard.
(f) Devoting and utilizing popular and mass efforts in self help movement in the campaign.
(g) Adopting the scientific techniques and methods in coping with the problem.
(h) The mobilization of material, social and moral incentives in the process of overall confrontation.
(i) The importance of the political decision and the national plan.
(j) Constant follow-up and evaluation of all stages, steps and objectives.

The main objectives of the Sudanese national plan

The main objectives of the Sudanese national plan for eradication of illiteracy are:

(1) To eradicate illiteracy among 4 million people within a period of 7 years.
(2) To educate the illiterates to attain the standard of the Sixth Form in the elementary school.
(3) The problem of illiteracy should be tackled in a national context and political and popular organizations should be involved.
(4) Utilization of all material and human resources available.

Phases of the plan

The plan is to be implemented in three stages:

(1) The stage of orientation and preparation (one year).
(2) The stage of implementation (five years).
(3) The final stage (one year).

The final stage consists of devoting efforts to the remaining pockets of illiteracy and the final evaluation stage for the whole plan.

156

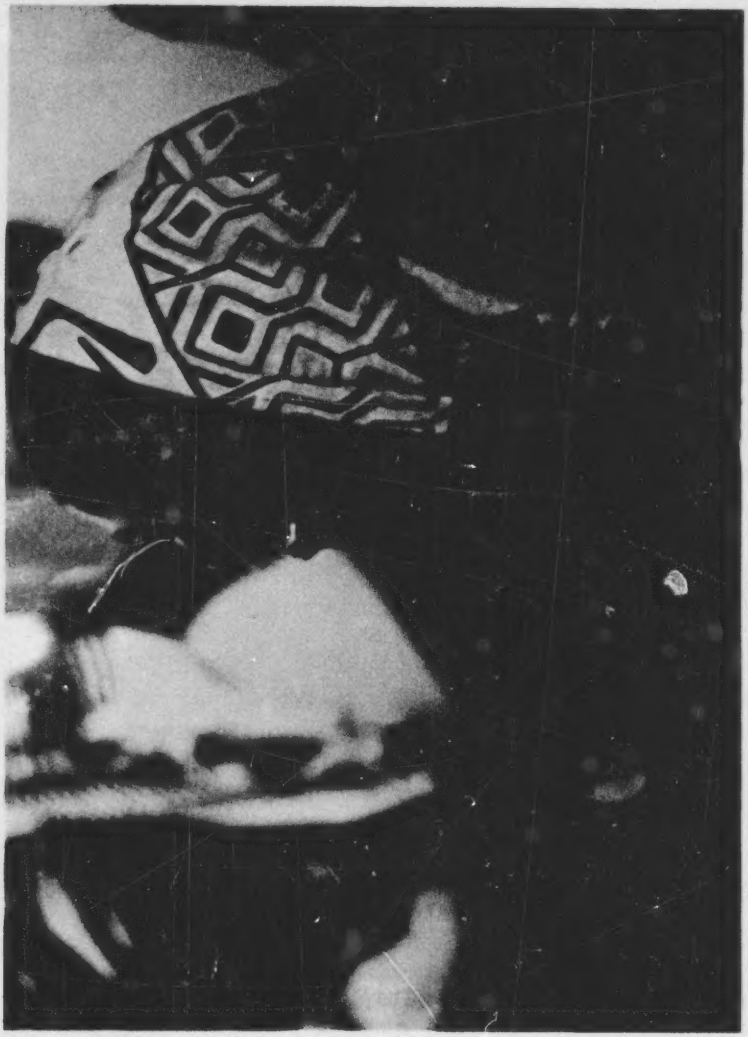
this worth mentioning that, at the present ime, the adult education department is devoting all the efforts to achieve the involvement of all the political and popular organizations to participate in this overall literacy campaign. So, the literacy act of 1982 is now ready to be passed by the Peoples' National Assembly.

Institutions involved in literacy work

The following institutions and units are currently involved:
(a) The National Council for Literacy and Adult Education.
(b) The regional councils for literacy and adult education.
(c) The Sudanese Socialist Union.
(d) The Adult Education Department.
(e) The Social Department, Sudan Gezira Board.
(f) The Social Department, Sudan Railways.
(g) Moral Guidance, Peoples' Armed Forces.
(h) Moral Guidance, Police Forces.
(i) Prison Department.
(j) The Extra-Mural Department, University of Khartoum.
(k) The Council of Religious Affairs and Endowments.
(l) The councils for local governments.
(m) The Community Development Section, the Council of Social Affairs.
(n) The social departments in all agricultural corporations.
(o) Industrial Production Corporation.
(p) Political and popular organizations.

The basic considerations for the national plan

To sum: the national literacy plan is connected with the Sudanese socio-economic plan. There is a clear-cut definition of a literate person, i. e., a literate is a person who is able to read, write and make simple arithmetical calculations at the level of the primary six grade. The plan is based on a specific target group of illiterates - 4 million persons. The period of implementation of the plan is 7 years. The educational standard to be reached is the Sixth Form of primary education. And, finally, the plan is based on an approximate cost of 20 Sudanese pounds per participant in the program.



In a literacy group (Tanzania)

153

4.2.8 Adult Literacy in Zambia

From a presentation made by the country team from Zambia (Honorable John Chafwa, Minister of State for Labor and Social Services; P. J. Daka, Director for Continuing Education, Ministry of Education and Culture; and M. L. Imakando, National Commissioner for Community Development, Ministry of Labor and Social Services, Lusaka).

Peoples and regions

According to the 1980 census, there are 5.6 million people living in Zambia. Population growth rate has been 3.1% annually over the period of 1969 to 1980. The number of people living in the urban centers has increased from 20.5% in 1963 to 43,0% in 1980.

The country is divided into nine administrative Provinces whose inhabitants speak seventy-three different dialects which have been grouped into seven official local languages for use in provincial newspapers and on radio. Literacy is conducted in these languages. English is the language of instruction in schools from Grade I to University and is the language of government, administration and commerce. Literacy in English is popular with miners and other urban workers.

Primary education

Since 1964 when the Republic of Zambia was born enrollment in primary schools has risen from 378,417 in 1964 to 964,475 in 1978. In 1978, 97.4% of the children of school-going age were enrolled in the first grade. Over one million pupils were enrolled in the same grade in 1981. Primary education extends over seven years but a decision has now been made to change to a nine-year Basic Education Course.

Adult literacy

A large proportion of our population cannot write or read. This number will increase, until universal Basic Education has been implemented, because tens

of thousands of young people cannot get places in schools or leave too early to retain the skills of literacy. The 1969 census revelated that illiteracy stood at 50%. Until the 1980 census has been confirmed, we believe that the illiteracy rate could be between 25% and 35%.
Adult literacy work falls under the Ministry of Labor and Social Services and is conducted by its Department for Community Development.

Basic literacy work

There is no literacy campaign in Zambia, but there is a literacy program. In August 1965, the adult literacy program was given a go-ahead when government accepted to include it in the First National Development Plan for 1966–1977 period. At the time it had already been in operation as a period project for two years.
With the blessings of the Government and with advice from a linguistics expert, the Department of Community Development, embarked on preparing literacy primers and follow-on books in local languages.
During 1966 much attention was also placed on recruitment and training of officers to take charge of literacy work in the provinces. The first literacy officers completed their training in April 1966 and in May, there was one literacy project in each province in addition to five which were started in the major towns of the country.
While in 1967 a considerable increase of full-time staff and voluntary teachers was achieved, the picture of the success of the literacy learners in classes as measured by the number of persons made literate was not too bright.
The reasons for this were that although the arithmetic books and literacy primers were available in all the seven major languages, none of the series were complete. Some of the primers although published had run out of stock and could not be printed quickly because of the low capacity of the commercial printers in the country then. The arithmetic book had to be revised to suit the decimal system which the country had to adopt the following year.
In spite of the above mentioned difficulties, 91 new titles of follow-on books were published by the same year bringing the total to 133. Two publications were introduced, these were the *National Literacy Gazette* in which articles sent in by members of the Zambia Literacy Association were featured and *Progress*, a full color magazine for new literates. Both publications had to be stopped due to shortage of printing paper.
Other major obstacles were shortage of transport for supervision of work and delivery of instructional materials and lack of funds with which to pay volun-

tary teachers. Supervisors based at national and provincial levels were short of motorized transport, while some of the local literacy officers who were supposed to have not less than 10 voluntary teachers working under their guidance, had no bicycles to enable them to cover long distances.

The program was, during the initial stages, supposed to run on self-help basis with support given by the unpaid voluntary teachers. This plan was modified by a payment of government honorarium. For each K2.00 (1 Kwacha = US$1.10) raised by the local literacy committee or class committee, the government paid K2.00. The voluntary teachers felt that it was inadequate and most of them pressed for a regular payment in the same way as the adult education teachers in the Ministry of Education received who conducted evening classes.

As a result of the team that visited Zambia in 1967 to investigate the feasibility of a Unesco project, an expert on Functional Literacy was sent to Zambia in May 1969 to evaluate the Basic Literacy Program. At the end of his study he recommended that a pilot project on Functional Literacy be started in addition to the continuing work in basic literacy.

Functional literacy program objectives

An experimental functional literacy program was started in 1971 in Central and Southern Provinces. The main objective of the program was to teach genuine illiterate and semi-illiterate adults to read, write and do simple arithmetic to the level that would enable them:

(i) to read with understanding simple technical materials relating to agriculture and health in their own language (in this particular area, Tonga);
(ii) to read with understanding simple news items in the newspaper in their locally spoken language;
(iii) to express their needs in writing and use arithmetic to solve problems;
(iv) to increase knowledge and understanding of the scientific methods of increased maize production; and
(v) to increase knowledge and understanding of selected aspects of health such as making use of ante-natal, under-five clinics and follow instructions given at health centers and through the class on subjects relating to primary health care.

The functional literacy program became more popular than the basic literacy program.

To provide advisory service to the literacy workers, advisory committees were established at ministerial, provincial and local levels. A primer dealing with improved methods of maize production was prepared with guidance given by the Department of Agriculture and was used in the twenty-five selected literacy classes. The field staff assigned to functional literacy classes received an oprientation course on the special techniques and practices of the program. The content of the course dealt much with improved production of the maize crop. After the theory given in the class, students were taken on demonstration plot next to their class to practice what had been taught to them in class. After the rains set in, each student was encouraged to cultivate a one-acre field under the guidance of literacy worker and an agriculture extension worker. During the Pilot Scheme, the Department and Unesco provided funds with which agriculture inputs (fertilizer, maize seed and insecticides) were purchased. During the second year, students were encouraged to save money obtained from the sale of their crops in order to be used for purchasing inputs for their maize fields in the following year. Students were and are still being encouraged to double the size of their maize plots after the first year.

After the harvest, the maize yields from the literacy learners' maize fields revealed successful results, judging from the following comparative figures:

(i) Commercial farmers in Central and Southern Provinces got, on the average, 22 bags of maize per acre for the season 1971/72.

(ii) Emerging farmers in Central and Southern Provinces got, on the average, 12 bags of maize per acre for the season 1971/72.

(iii) Traditional or ordinary village farmers in Central and Southern Provinces got, on the average, 6 bags per acre for the season 1971/72.

(iv) Functional literacy students got, on the average, 15.2 bags per acre for the season 1971/72. Some students in Mwachisompola area, Central Province got an average of 28 bags per acre and those in Monze 42 bags.

It was because of the obvious success of farmers in the functional literacy program that the Minister of the then Ministry of Rural Development directed that the Functional Literacy Program be included in the Second National Development Plan that it should be expanded to other rural areas.

Starting from 1974, the program was gradually extended to other provinces until 1977 when the whole country (with the exception of urban areas) was covered. The success achieved by the Functional Literacy Program helped to attract an increased number of men to get themselves enrolled as students. Whereas in Basic Literacy work the percentage of the attendance of men from

total attendance was only 20%, when Functional Literacy was introduced it increased to 30% of the total number of students in each class.

Between 1974 and 1980 the cost of production of reading and other instructional materials went up. At the same time, the amount of funds allocated to the program decreased during each succeeding year. Since the number of students enrolled each year was determined by the instructional materials made available, the program experienced very sharp decline in the enrollment of students.

The shortage of funds did not only affect the enrollment of students, but a cutdown in the size of the maize or groundnut area to be cultivated by each student had to be made. During 1971/72 season, each student had received inputs to cover one acre of maize. After the program was introduced to other provinces, the size of the plot for each learner was reduced from one acre to one-quarter of an acre.

Because of the uncertainty of the perfomance of work by most of the voluntary teachers, a major policy change had to be introduced. Instead of relying on voluntary teachers, full-time local literacy workers were made available to teach classes directly. In the past, literacy officers taught voluntary instructors or teachers whose work was supervised by the literacy officers. Each literacy officer was expected to train and supervise not less than 10 and not more than 15 voluntary teachers, while each voluntary teacher was required to have two classes of 15 students per class. The diadvantage of the new change in the program was that it decreased the number of students enrolled each year, but it had two advantages, it helped to improve the quality of knowledge acquired by each student and a large percentage from each intake were made funtionally literate.

Literacy teaching

The duration of the literacy course is two years. This is divided into two stages. Stage 1 begins in March of each year, classes meet three times a week for lessons of two hours duration, followed by demonstrations on the class plot. Then they sit at a qualifying test for a grant of farm requisites. After this students begin to plant on their individual maize fields with the assistance of their instructor and an agriculture assistant but this time meet only once a week, usually on a day when they receive radio broadcasts for more information and instructions.

Radio programs for literacy students are aired in the seven official languages throughout the year for a period of not less than 15 minutes and not more than

3 times per week. Stage 1 course participants pay an enrollment fee K1.50 (S1.65) and those in the second stage pay K1.00 (S1.10) for enrollment.
In stage 2, again, classes run from March to November. In this stage emphasis is put on cementing theory with practice. They meet once a week for two hours per session. This time subjects concerning harvesting, marketing, and storage are taught. Towards the end, they receive instructions on how to save for the next agricultural season. In November, a final test is given. Those who do not do well are given letters of encouragement and are advised to continue to learn and sit for the test the following year.
The knowledge aquired by learns after the second stage is equivalent to that of the grade IV level in formal education. Most of those who join the night adult education school are taken on at grade V level. Others apply for agricultural seasonal loans and become smallscale farmers.
After the course, participants are expected to continue on their own. They receive occasional visits from village level workers who advise and encourage them to buy and read follow-on books from rural library centers. Where rural libraries are available, a large number of the new literates have been utilizing the libraries for improving their reading skills and receiving further instructions on agriculture, health, nutrition and other subjects.
Because of the popularity that functional literacy enjoyed and also due to successful achievements in instilling understanding into the minds of the communities in the agricultural and health education fields, the attendance was relatively good, but because of its selective nature it has not helped in eradicating illiteracy nationwide. Functional literacy needs full-time workers. Limited number of stafff makes it difficult to cover all parts of the country.

A plan for universal literacy in Zambia
The goal

What is needed is the launching of a national campaign for universal literacy, with the full support of the Party, Government and the people. The goal of the campaign should be to enable all citizens aged 15–55 to achieve permanent literacy in any one of the seven official local languages before the end of the century.
It is estimated that the size of the 15–55 years age group will increase between now and the year 2000, from 2.6 million to 5 million. At present, about 2.5 million persons between the ages of 15–55 are literate. The proportion of literate citizens in this agegroup will gradually increase, because more young people are able to attend school every year. Assuming that universal primary educa-

tion is achieved in 1982, the effect would be to increase the proportion of literates in the 15–55 year age group to over 80 per cent by the year 2000. But even then, almost one million adults below the age of 55 would still be illiterate. Total literacy in this age group would not be achieved before the year 2000 without a deliberate campaign to hasten the process. A national mass literacy campaign is an obvious and the inevitable answer.

The Zambia Literacy Foundation (ZALIFO)

To ensure that the literacy campaign is carried out with efficiency and speed, the Government will establish the Zambia Literacy Foundation (ZALIFO) as the statutory body directly responsible for the promotion of universal literacy. ZALIFO will operate under its own board and will recruit its own staff. It will be financed from Government sources as well as receive financial or other contributions from within the country or abroad, according to normal procedure. ZALIFO will be represented on the Zambia Board of Continuing Education to ensure the close co-ordination of the literacy campaign with the provision of post-literacy education.

Functions of ZALIFO

The Zambia Literacy Foundation will be responsible for executing the national literacy campaign, and in particular for: enlisting the participation of individuals, institutions and voluntary organizations; producing and distribution primers and post-literacy literature for the campaign; training of literacy teachers; evaluating the progress of the campaign; and mobilizing the necessary resources.

Role of individual citizens and voluntary organization

ZALIFO will welcome contributions to literacy work from individuals, institutions, churches and voluntary organizations, whether in the form of part-time teachers, funds, or provision of buildings and other facilities. The increased participation of students from schools under the Zambia National Service will also add significantly to the success of the campaign.

Approach to literacy work

Two methods are currently in use in literacy work in Zambia, the traditional and the functional. Both approaches have value in a mass campaign of initial literacy teaching. ZALIFO will employ both the traditional and the functional approaches. The traditional approach will be used in the mass cmapaign for basic literacy. Those who reach a satisfactory standard of basic literacy will have two choices open to them. Either they will continue their studies by joining post-literacy classes under the Department of Continuing Education, or they will join functional literacy classes organized by ZALIFO. When the new system is operational, therefore, the functional literacy method will no longer be used for basic literacy teaching.

166

4.2.9 The mass education program of Bangladesh

From a presentation made by M. Anwar Hossain in behalf of the country team from Bangladesh (Honorable Maulana M. A. Mannan, State Minister for Education; A. K. M. Hedayetul Huq, Additional Secretary in the Ministry of Education; and M. Anwar Hossain, Deputy Chief for Planning, Ministry of Education, Government of the Republic of Bangladesh, Dacca).

Introduction

Islam made education obligatory for all, irrespective of sex and age. The Prophet Mohammed (S. M.), time and again, emphasized the need for education. To make education compatible with social needs, the constitution of Bangladesh has provided for a people-oriented education system. The constitution has also provided for removal of illiteracy within a specified period, to be determined by law.

Basic data on Bangladesh

Area	55,598 sq. miles (143,998 sq. km.)
Population	87.00 million
Rate of growth	2.36%
Density per sq. mile	1,675
Literacy rate	23%
Enrollment	
Primary education	8.2 million
Secondary education	2.0 million
Higher education	0.15 million
Total number of illiterates	52 million

Past performance

Adult literacy was first introduced in Bangladesh in the district of Sylhet in 1940. But the program could not make much headway for want of organization and funds.

A pilot Project was started in 1964 in four Thanas. It sought to serve both men and women and had a clear economic bias. Participants learned literacy and

skills in agriculture, cooperatives, family planning, public health, poultry and livestock rearing. The project developed 9 textbooks, 55 follow-up books on different subjects, 3 teacher guides, and posters and pamphlets for motivation. The total number of adult education centers stood at 1,639 under the Project. During the period from 1964 to 1979, a total of 139 763 illiterate adults received literacy education from the adult education centers. About 40% of them were female.

A crash program on Mass Education, covering the period from January 1980 to June 1980, was formally inaugurated on 21st February, 1980. The basic objectives of the program were: (a) enrollment of 10 million illiterate learners in the literacy program; (b) distribute literacy primers free of cost to learners and teachers; (c) formation of at least two squads of literacy teachers consisting of 3-5 members for each village; and (d) setting up of an organizational structure from the national to the village level.

The following were the achievements of the crash program: (a) 10 million primers were printed and about 9 million were indeed distributed throughout the country; and (b) 150,00 literacy squads were formed and literacy centers started functioning.

On-going Mass Education Program under the Second Five-Year Plan: (1980–1985)

The experience gathered during the implementation period of the crash program showed that mere literacy is not enough for a citizen; rather he needs „functional education" to participate in the developmental activities of the country. The assumptions made by the Second Five-Year Plan (1980–85) were that by becoming literate people can (i) meaningfully participate in development activities; (ii) understand better and intelligently the practice of fast-changing technology which contributes to development; (iii) raise their quality of life, including improved economic activities and gains; (iv) build literate citizenry suitable for democratic society; and (v) expedite the processes for realization of their rights and privileges.

The »eradication of illiteracy« was to be the second phase of a peaceful national revolution. A »Mass Education Program,« the most comprehensive and methodical scheme of mass education in Bangladesh ever, was therefore launched by the Government.

The objectives of the new Mass Education Program are: to eradicate illiteracy from among 40 million out-of-school youths and adults, both male and

female, particularly between 11–45 years of age, within the next five years; and thus to enable the illiterate clients to: (a) acquire functional literacy and numeracy sufficient to read and understand the *Bangla Desh* newspaper and simple useful information relating to life-needs; to write simple letters; and to keep simple accounts involving four fundamental rules of arithemetic; (b) acquire fundamental knowledge and skills for intelligent civic participation; and (c) participate in development activities with understanding.

Operational strategy

The Program will be implemented throughout the entire country. The urban slum with the greatest concentration of illiterates will be the focal point for its implementation. The Program will run on a self-help and voluntary basis. The mass education teachers will not be allowed any pay or honorarium. But there will be provisions for awards for extraordinary services at the national and other levels.

The different development Ministries of the Government, the Local Government authorities and private organizations will work unitedly and with full co-operation and co-ordination to make the program a success. The responsibility for the organization of the program at the lowest level will be the »Gram Sarkar« (Municipalities and other Local Government authorities).

The education department will bear the burden of providing professional inputs in the form of (a) printing and distributing primers and teachers' guides, free of cost; (b) training the teachers and other persons actively engaged in the field; and (c) monitoring, and evaluating all aspects of the program.

The organizational structure

Due attention was paid to the establishment of an appropriate organizational structure, with functions thoughtfully divided among different levels:

A. *Ministry of Education*

The Ministry of Education performs the following functions:

(1) To draw up national guidelines and policies on mass education program; and (2) To assist the Directorate of Primary and Mass Education and subordinate offices for the implementation of policies, decisions and programs.

B. *Directorate of Primary and Mass Education*

For the operational implementation of the program, the Directorate of Primary and Mass Education has been established. This directorate is headed by a Director-General. The Directorate of Primary and Mass Education has two wings - Primary Education and Mass Education, each headed by one director.

C. *District level*

At the district level, there are District Mass Education Officers who perform the following functions: (1) monitor the performance of the program; (2) review the progress of work; (3) strengthen cooperation among the operational agencies participating in the program; (4) undertake regular inspection on the mass education activities; (5) organize training for the trainers; (6) organize seminars, workshops and such other activities at the district level; and (7) act as a Member-Secretary of the District Mass Education Committee.

District Mass Education Committees

There is an advisory committee for mass education in every district. The committee consists of representatives from various interest groups and is chaired by the District Deputy Commissioner who is the administrative head of a District. The Additional Deputy Commissioner (Literacy) acts as the vice-chairman and the District Mass Education Officer acts as member-secretary of the committee.

One very distinctive feature of mass education program in Bangladesh is that the students of secondary schools are to take part compulsorily in the literacy campaign. Each student has to offer »Practical Experience« as a compulsory subject in both secondary and higher secondary examination. To fulfill requirements a student has to teach 2 illiterates during secondary, and 2 illiterates during higher secondary school.

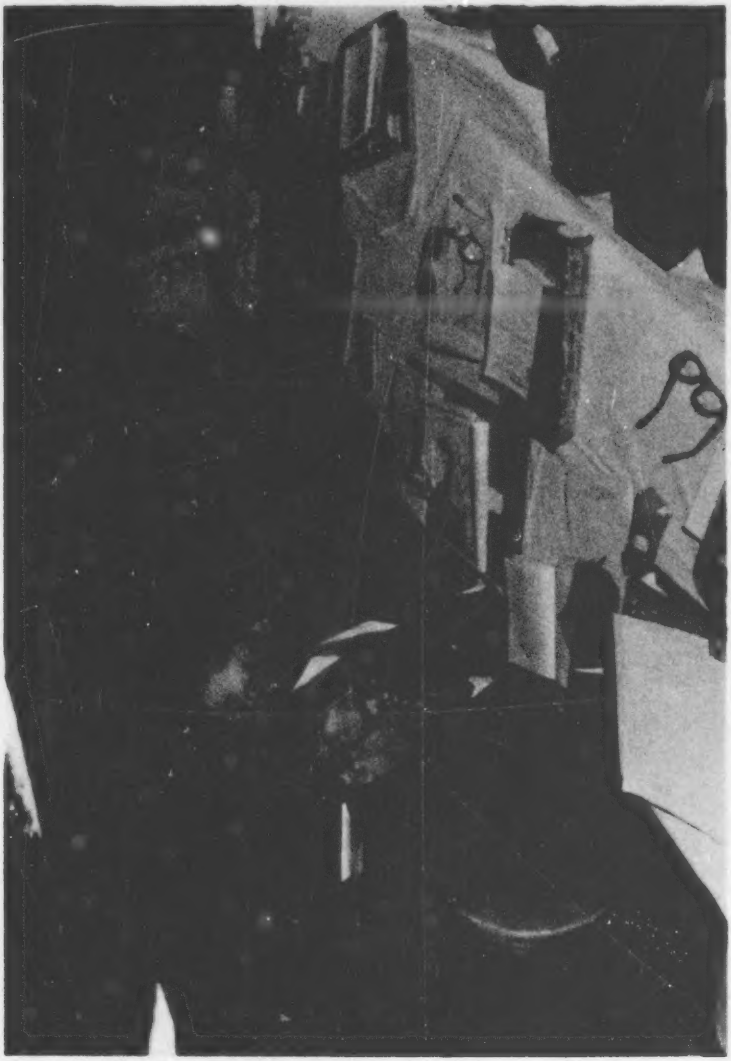
Another remarkable feature of mass literacy campaign is the extensive use of mass media - like Radio, Television, and newspapers. The entire country is covered by T.V. and Radio. Programs on mass education are broadcast and telecast daily for one hour each. Motivational activities through drama, feature films, songs and advertisement are done. A proposal for publishing reading materials for new literates in few columns of the important newspapers is in the offing.

The achievement

This is the second year of the Mass Education Program in Bangladesh under the Second Five-Year Plan (1980–85). Since there has not been any evaluation of the program, it is too early to comment on the progress of its implementation. But it can be safely said that the mass education program is taking hold in the country. The program is based on local participation and designed according to the national culture and local needs. Both government and private agencies are involved in the program and there is effective coordination between them.

All possible resources are being utilized for the implementation of the program. The Mass Education Program has been put under protected sector from where no resources could be withdrawn in time of resource constraint. A total amount of Taka 100 million has been spent under Second Five-Year Plan. About 7 million illiterates have registered their names in literacy centers out of which 3.5 million have been made literate. Quite a good number of villages have been declared as »free from illiteracy.« Under the program 10.25 million primers have so far been printed and distributed. Printing of more primers and follow-up and post-literacy materials is in progress. Until now a total of 157,000 teachers have been imparted training on mass education. Training of key persons engaged in the administration and implementation of the program has been completed already.

171



172

The Indian working group in the Seminar

4.2.10 Adult Literacy in India: History, current status and future directions

From a presentation by the country team from India (D.V. Sharma, Directorate of Adult Education, Team Leader; S. Ramamoorthi, Joint Secretary, Ministry of Education and Culture, New Delhi; S. K. Chaudhary, Director of Adult Education, Government of the State of Bihar, Patna; and B. B. Mohanty, Director, State Resource Center for Adult Education, Angul, Orissa, India).

When India attained freedom in 1947, it inherited a literacy rate of 14%. The Census Report of 1951 put the literacy figures at 16.67% and the number of illiterates at 174 millions. The vision of the leaders of this country was to see India as a strong nation which would take pride in its rich heritage and will have the capability of harnessing science and technology to solve its socio-economic problems.

In order to overcome the handicaps in the areas of industry and agriculture, which this country inherited from the colonial rule, India chose the path of planned development. The eradication of illiteracy became, thus, a part of the Five-Year Plans which were launched every five years, beginning with the year 1951. Although the main thrust of the First Plan had been eight years of compulsory schooling for children between the age group 6–14, the importance of adult education, as means of not only reducing illiteracy but also enabling the adult population to participate in the socio-economic transformation of the country, was well recognized. It is this realism on the part of the Indian leaders that was reflected in the First Five-Year Plan when a systematic attempt was made to provide for the education of adult illiterates. The concept of adult education, which was quite comprehensive, was termed »social education«.

I. *Social Education*

The First Five-Year Plan defined Social Education as »a comprehensive program of community uplift through community action.« Social Education was meant to serve the four-fold purpose of (i) promoting social cohesion by creating a common culture in which all national elements could participate and also creation of a common climate for their cooperative efforts; (ii) conserva-

tion and improvement of national resources, both material and human; (iii) building up cooperative groups institutiones; and (iv) inculcating a social ideology.
Social Education became a part of the nation-wide Community Development Program when the same was launched in 1952. For the implementation of this program at the field level, two workers, one male Social Education Organizer and another lady Social Education Organizer, were appointed as members of each Block level team of extension officers.

Establishment of National Fundamental Education Center

To provide resource support to the Social Education program, the National Fundamental Education Center was established in New Delhi in 1956 under the auspices of the Ministry of Education (now called Directorate of Adult Education - a technical wing of the Union Ministry of Education). District level officers in charge of Social Education were provided orientation training at the center and the training course extended for a period of five months.

II. *Gram Shikshan Mohim (Village Education Campaign)*

Some States (India consists of 22 States and 9 Union Territories) had shown greater interest in eliminating illiteracy than others. One of the States, Maharashtra, was the first to launch a mass campaign for adult literacy in 1961. The movement was called »Gram Shikshan Mohim« (Village Education Campaign).
The village served as the unit for eradication of illiteracy; and motivation was generated through mass appeals to the villagers to accept the challenge. Thus, instead of imposing literacy on the people, the appeal was directed towards the traditions of the village, its historical setting, its local sentiments and to the sense of belongingness among the people. This psychological appeal was significant as it led to the whole-hearted cooperation of the entire village population.

Curriculum and materials

The work of production and supply of literature for adult literacy and adult education in villages was handled by the Government. The State Social Edu-

cation Committee for Maharashtra helped in the preparation of literature and advised the Government in all matters relating to the campaign.
Each literacy class used to begin with a prayer followed by important daily news, revision of the previous lesson, and then the teaching of the new lesson. Stories from holy scriptures like the Ramayana, the Mahabharata (the great epics) and the lives of great men were also narrated. There was lot of group singing in classes. The classes continued for three to four months and the emphasis was placed on the ability of the neo-literates to read and write simple sentences on different topics connected with their daily life. The adult also learnt to count, read and write numbers up to one hundred and perform simple arithmetic useful for daily transactions. Emphasis was also laid on general knowledge as well as on subjects like health, hygiene, sanitation, agriculture, child welfare, etc. In short, the Mohim (campaign) aimed at the betterment of the inidividual as well as the community.

Examination and incentives

When the classes were ready for examination, the headmaster of the school in the village tested the adults in reading, writing, arithmetic and general knowledge. A Gram Gaurav Samarambha (Honour the Village Ceremony) was held on the occasion. The ocassion was used for giving special attention to the weaker students, preparation of soak pits, cleaning of houses and cattle sheds, making arrangements for drinking water for the whole village and maintenance of public places such as community centers and temples.
On the day of this ceremony, the enthusiasm of the people and their involvement, knew no bounds. The streets, houses and meeting places were decorated. The entire village - men, women and children of all ages - attended the function. The students who had undergone courses of literacy instruction stood up and took the oath:

»In the name of the village Deity, we solemnly swear that we will keep up literacy, send our children to school regularly and give them adequate knowledge, increase our agriculture produce, maintain the unity of the village and achieve an all-sided development.«

Follow-up programs were taken up, that included establishment of village library and reading room; formation of clubs for youth, women and farmers; organization of farm radio forums, participation in the activities of the cooperative societies, and organization of small saving and family welfare campaigns.

Achievements

The working of the Gram Shikshan Mohim showed that best results were achieved with the cooperation and mutual support of the officials and non-officials in the district. The movement had generated a new conciousness of the importance of adult education, so much so that attendance in almost all primary schools in the State improved remarkedly. There was an increase in the number of secondary schools - some were started in remote villages. There was evidently a new awakening among the people and all existing development programs received greater attention and support of the people.
The contribution and impact of Gram Shikshan Mohim was highly appreciated in India and abroad. Many State Governments in the country took up programs of adult literacy and adult education on the lines of the Mohim. Unesco expressed its appreciation by awarding the Mohim one of its prestigious international literacy awards for outstanding work in the field of adult literacy.

III. *Farmers' Training and Functional Literacy Program*

India also participated in the Experimental World Literacy Program and launched its »Farmers« Training and Functional Literacy Program« in 1967–68. This program was implemented in a well-planned and systematic way and, as a result of the experience gained in this program, India was able to launch a more systematic program later in 1975.
A unique feature of the Indian Farmers' Training and Functional Literacy Project was its integrated three-dimensional approach. The Project had three major components: (i) Farmers' Training, (ii) Functional Literacy, and (iii) Farm Broadcasting. The implementation of each of these three components of the Project was the direct responsib lity of the concerned Ministries, i. e., the Ministry of Agriculture was responsible for »farmers' training,« the Ministry of Education for »functional literacy,« and the Ministry of Information and Broadcasting for »farm broadcasting.« The Inter-Ministerial Coordination Committee, at the national level, consisting of the representatives of the participating Ministries and other technical agencies, coordinated the work of the three ministries. Inter-Departmental Coordination Committees were set up at the State-level in the States implementing the joint project. Similar coordinational links in the districts and down to the block and village levels, where the farmers' training centers and functional literacy classes were located, had been established by the formation of district-level, block level and, in some cases, even village-level coordination committees.

176

This three-in-one project was linked directly with the High Yielding Varieties Program which envisaged the use of seeds (hybrid and exotic) known to produce much higher yields than the normal varieties in use. As these seeds required large dosage of fertilizers and carefully planned farm operations, involving the adaption of improved and scientific practices, the farmers' training program of the Ministry of Agriculture provided these essential inputs for the success of the joint project. But the farmers' training program, or even the provision of greter quantities of improved physical inputs (as implied in the HYVP concept), could not, by themselves, achieve much in the areas where illiteracy consistuted a serious obstacle to the implementation of a development project. Hence, the functional literacy program of the Ministry of Education helped the illiterate farmers in these districts not only to acquire literacy in terms of the reading and writing skills but also to learn agricultural knowledge of immediate use to them in their day-to-day work. The third component of the joint project, i.e. »farm broadcasting« of the Ministry of Information and Broadcasting supported the »farmers' training« and »functional literacy« programs by establishing a tow-way channel of communication between the farmers and those responsible for helping them in their agricultural production work.

Curriculum, materials and methods

The Directorate of Adult Education prepared the first book in Hindi »KISAN SAKSHARATA - PAHLI PUSTAK« (Farmers' Functional Literacy: The first Book) using the analytico-synthetic (eclectic) method, containing 18 lessons to be covered during a period of six months. This first book was based on the findings of a survey in the Lucknow District (Uttar Pradesh) in a Jowar (Millet) growing area, mainly with small farmers and was accompanied by a teachers' guide. This was followed by a set of five supplementary readers based on different high yielding varieties of crops. More than 70 of teaching and learning materials in the different Indian languages were produced later. A step ahead in this program was taken by preparing learning materials based on the problems of the people, which was the result of an experiment in Jaipur (Rajasthan). the elements of this approach were:

(i) the learning material was largely based on the problems encountered by the farmers in the use of high yielding varieties of seeds (Problem Identification);
(ii) the learning material was oriented to preparing and helping farmers to solve economic and social problems in the area (Problem-Solving);

(iii) the learning material was elaborated in an interdisciplinary way (Unit Approach); and
(iv) the learning material corresponded largely to the conditions and needs of the physical, natural and human environment (Ecological Approach).

Unlike other previously utilized learning materials, this set of matrerials was not organized on a »subject-matter« sequence but was built around the life and work problems in such a way that the functional, rational, socio-economic and instrumental components converged towards the common core of the working operation or the farmers problems, as well as in favor of their knowledge, skills, attitudes and aptitudes.

Training and orientation

The Directorate of Adult Education organized training and orientation programs for key personnel engaged in the project in each State and District. These key persons, in turn, helped in organizing training programs for the instructors and supervisors in the respective States. A series of training programs were organized for key personnel in the different regions of the country. This had necessarily to be a recurrent feature, as there was a great turnover of project personnel, and also to develop new insights among the project functionaries from time to time.

Evaluation of Farmers' Training and Functional Literacy Program

The program of functional literacy covered about 360,000 farmers during the Fourth Five-Year Plan (1969–74).
The program of Farmers' Training and Functional Literacy was evaluated by a Committee appointed by the Government of India in 1977. This Committee was headed by the late Shri J. C. Mathur, an eminent administrator, writer and adult educator. Some of the important observations made by this Committee, which had a bearing on the implementation of this program were as follows:

1. In this program, the well-off farmers took advantage of this functional element, namely, demonstration camps, while the poor ones participated in the literacy program.
2. There was hardly any link between literacy classes and discussion groups to discuss the problem of farm production.

3. Since the components of Farmers' Functional Literacy were under different ministries/departments, the field functionaries received separate sets of instructions from their departments, leading sometimes to overlappings and contradictions.
4. Sufficient resources were not provided for this program, and, even when provided, these were not fully utilized.

The coordination and integration between planning and operation that had been visualized at the time of initiation of this program had hardly been achieved in practice. The Central Coordination Committee sometimes even failed to meet once over a year and meeting of the coordination committees at the State and district levels became a mere ritual.

6. The experts in the Directorate of Adult Education prepared valuable material in which the basic for literacy was spelt out in terms of farm operation but as these were not developed from the field level and in consultation with the agriculture department, the material was restricted in its use to the literacy instructors.
7. There was a lack of continuous follow-up at the field level. The sudden termination of group learning and group activities damaged the program considerably.
8. The literacy workers and farm extension officers did not understand each other's task fully. In fact, each one was proficient only in one skill and this made integration between literacy and work skills non-existent. In fact, there was lack of understanding of the basic concept of Farmers' Training and Functional Literacy scheme at the grassroot level.
9. The training of literacy workers was minimal.
10. The material produced, although good in many cases, was not sufficiently locally-specific.
11. The under-staffing of supervisory personnel had affected this program adversely.
12. The non-government and voluntary agencies played only a nominal role in this program.

These observations are still valid for any other program of this type.

IV. Non-Formal Education Program for the age group 15–25

The Central Advisory Board of Education, in November 1974, made an important set of recommendations, thus:

»Programs of adult education are of great significance for the success of the program of universalization of elementary education as well as for securing intelligent participation of the people in all programs of national development. They should, therefore, be developed on a priority basis. In particular, the Board recommends that the Functional Literacy Program, which represents the single largest on-going effort of intensive nonformal education linked to a developmental activity, should be strengthened and expanded; and that similar functional literacy programs should be developed in relation to other developmental schemes appropriate to rural and urban situations.« Several program initiatives followed, among them:

(i) Nonformal education programs for the age-group 6–14.
(ii) Nonformal education programs for young men and women in the age-group 15–25.
(iii) Nonformal education (functional literacy) program for age 15 upwards linked to development.
(iv) Nonformal education programs for urban workers.
(v) Nonformal education programs by non-educational agencies.
(vi) Nonformal (continuing) education through universities.
(vii) Library services for reinforcing nonformal education programs.

The age-group 15-25 is a crucial group for the adult educator in India. Nearly 60 per cent in this age-group are illiterate and a further 20 per cent are semi-literate. They missed the opportunity of education due to reasons beyond their control; but they still have long years of active and productive life ahead. To let their energies, hopes and idealism to waste away for lack of educational opportunities will be a tragedy to them as well as a grievous loss to the nation, apart from the fact that it will perpetuate social and cultural inequalities leading to social tension and unrest. It is for this reason that the Fifth Plan had laid special emphasis on the nonformal education programs for this age-group. As a result of the various attempts just described, the literacy percentage in India increased from 14 in 1947, to 34 in 1971 and to 36.17 in 1981. However, the total illiterate population in the age group 15–35 yet increased from 174 million in 1951, to about 420 million in 1981. It was being increasingly realized that nothing short of a mass program would improve the literacy situation. The importance of adult education, for not only reducing drop-out rates but for accelerating other priority programs, such as family welfare and agriculture production, was now being felt. Hence, in October 1978, a massive adult education program was launched by the Government of India.

V. *National Adult Education Program (NAEP), 1978*

Coverage

The objective of NAEP was to cover, within a period of about five years (1979–80 to 1983–84), the entire illiterate population in the 15–35 age-group. The estimated size of the illiterate population in this age-group (in 1976) was about 100 million, as against a total population in this age-group of about 200 million. Assuming that this program was successfully completed by 1984, the overall

180

literacy rate in the country as a whole would still be no more than about 60 per cent.

The concept and content

The NAEP had three elements: literacy, functionality and awareness. Literacy includes reading, writing and numeracy. Functionality includes improvement of the skills and capabilities of an individual in discharge of functions as part of his vocation, as a citizen, and as a member of the family. Awareness visualizes a sense of social obligation, and includes consciousness about the manner in which the poor were deprived of the benefits of the various laws and policies intended for them. The NAEP assumed that these objectives would be realized through a basic program of ten months to be followed by post-literacy and follow-up activities.

Resource development

The NAEP recognized the importance of training for instructors as well as all other peronnel involved in the program. It also envisaged that relevant and diversified instructional materials would be made available by competent agencies. The Directorate of Adult Education at the Center was strengthened and designated as a National Resource Agency. As envisaged in the program, State Resource Centers (SRCs) have been set up in most of the States. District level Resource Centers were also planned. The development of this extensive resource structure in the country is one of the most innovative aspects of NAEP.

Organization

The basic implementation unit of the program is an adult education center. It is under the charge of an instructor who is paid a monthly honorarium of Rs.50/- (about US $5.00) as a token of appreciation for his voluntary effort. About 30 centers are placed under a supervisor; and 100–300 centers, located in a compact area, form a project, headed by a project officer. Separate Directorates of Adult Education have been set up in some States, and there is provision for a post of District Adult Education Officer (DAEO) in each of the 412 districts of India. Advisory boards have also been set up at the national, state and district levels.

Implementing agencies

The Program envisaged involvement of all official and nonofficial agencies which could contribute to its effective implementation. Voluntary agencies had been given an important place. The program emphasized that educational institutions - universities, college and schools - had a major role to play. Employers in industries, trade, etc. were expected to set up literacy centers for their employees. Organizations of workers, peasants, youth and teachers could contribute to the program; but they were not eligible for financial assistance from the Government. This was to keep the program above and beyond the special interests of political parties and unions.

The different agencies participating in the program are shown in the table below:

Figures in 000s

Implementing agency	No. of centers conducted	
	as on 30.6.79	as on 31.1.80
1. State Governments	51 (53.8)	78 (67.0)
2. Voluntary Agencies	33 (34.7)	28 (24.6)
3. Universities & Colleges	3 (3.9)	5 (4.4)
4. Nehru Yuvak Kendras (Nehru Youth Centers)	7 (7.6)	5 (4.0)

It is evident from the table, that a major part of the program was managed by the Government, although voluntary organizations, universities and other colleges made some contribution to the program.

Due to concerted efforts by various agencies involved in the program, the enrollment in adult education centers increased from .675 million in 1977 to 3.6 million in 1980.

A critical review of the NAEP

1. The program so far had largely remained confined to mere literacy.
2. Perhaps, the most crucial aspect of the NAEP was the linking of adult education with development programs. This was not easy to achieve, however, in practice.
3. As far as the awareness component was concerned, there was a lack of clarity among the workers regarding the meaning and content of awareness which they were, therefore, unable to actualize.
4. Little attention had been paid in the program to the popularization of science and technology and its relation to environment.
5. A number of States, for example, Assam, Himachal Pradesh, Madhya Pradesh, Meghalaya and Orissa, seem to have remained almost unaffected by the NAEP and continued to run literacy programs of the traditional type.
6. The program, despite its intent, was in practice, not flexible, diversified or decentralized enough.
7. Learning materials, generally speaking, had been prepared for a whole language group, often separately for men and women, but without giving due attention to the diverse interests and needs of special groups among learners.
8. The importance of functionality and awareness, as integral parts of the adult education program, is although being recognized, could not be satisfactorily reflected in the programs.
9. Taken as a whole, the program mainly remained the responsibility of education departments of the State Governments. Other institutions and agencies, including media, had yet to involve themselves in a significant way.

The NAEP had hardly completed one year of its operation, when the Government of India appointed a Review Committee in October 1979 to make a comprehensive review of this program. This provided opportunities to introduce necessary corrective measures in the program on time; and adult education was accepted as a part of the Minimum Needs Program in The Sixth Five-Year Plan.

Adult Education in the Sixth Five-Year Plan

It will be pertinent here to quote from the Sixth Five-Year Plan document in order to give an idea of the present thinking of the government as far as adult education program is concerned:

> 21.22 The Sixth Plan lays emphasis on minimum essential education to all citizens, irrespective of their age, sex and residence. The approach to achieve this objective would be characterized by flexibility, inter-sectoral cooperation and inter-agency coordination. Technicacy would be adopted as the major intrument for the spread of literacy, numeracy and practical skills relevant to the economic activities of the

people concerned. It would be supported by post-literacy, continuing education through a network of rural libraries as well as instructional programs through mass communication media, particularly after the INSAT (Indian National Satellite) is launched to its orbit.

21.23 Non-formal education for adults, particularly in the productive age-group 15-35 years, would receive priority in the Sixth Plan, in view of its potential for immediate impact in raising the level of productivity in the economy. The program of adult education, which had been initiated in the previous Plans and which forms part of the Minimum Needs Program of elementary education, would be made more effective and extended in cooperation with other developmental activities and the employment agencies. The program would aim at extending appropriate educational support to the concerned groups of individuals and development departments through carefully designed group-specific and work-based curricula which would be integrated as part of development activity. They would also take advantage of the cultural and other group characteristics in the process of involving the learner groups to participate in, and benefit from, adult education programs.

21.24 While designing this program, the lot of the weaker sections like women, scheduled castes, scheduled tribes and agricultural laborers as well as slum dwellers would be given priority. The strategy in these cases would be the development of methods and contents suited to the varied needs and situations, thus promoting flexibility in the program and in the means of delivery of education. It would also help to involve voluntary agencies of established repute: such agencies have shown a great capacity to innovate effectively and their involvement will be useful where culture-specific improvisations are required.

27.27 The functional literacy program would be expanded, specifically in areas having low female literacy rates. Special nonformal educational programs will be introduced for girls in the age-group 15-20 years who could not complete formal schooling earlier. Every effort will be made to ensure that at least 1/3rd of trainees under the TRYSEM program are girls. Special Krishi, Udyog and Van Vigyan Kendras (Agricultural and Craft Training Centers) will be established for women.

The Government thus has adopted a two-fold strategy for eradicating illiteracy in the shortest possible time. This strategy includes considerable increase in provision for elementary education for school-going children and strengthening of adult education programs. In the provision for elementary education there is clear emphasis on creating non-formal education system as it has been found to be most suitable to cater to the large numbers of drop-outs from the formal system as well as those who, due to poverty, cannot avail of the opportunities of formal system. The adult education program is also a non-formal strategy to fight illiteracy and ignorance.

184

4.2.11 Current Status and Future Prospects of Literacy in Thailand

From a presentation made by the country team from Thailand (Ms. Khunying Aree Kultan, Director-General, Department of Non-Formal Education; Sanong Sansanayuth, Director, Educational Planning Division in the Office of the Prime Minister; and Sunthorn Sunanchai, Deputy Director-General, Department of Non-Formal Education, Ministry of Education, Bangkok, Thailand).

Current status of literacy

The latest official statistics published by the National Education Commission in 1970, indicated that 18.2% of the Thai population over ten years of age is considered illiterate, that is, members of this group are not graduates of Grade 4 or are unable to write their names or read simple sentences in any language. While this figure is not too high when compared to rates in many other countries, it does amount to over 4 million people. Besides, several aspects of the country's literacy situation are rather disturbing:

1. This group of illiterates includes significant numbers from all age groups, not just from the older generation.

2. Available statistical data indicate that illiteracy is more widespread in the rural as opposed to urban areas, and within the larger urban areas, e.g., in the Bangkok metropolis most illiterates are found in the slums. To put it briefly, illiteracy is highest in regions and areas where poverty prevails.

3. Since the research conducted was carried out merely by asking rather than by actually testing, it still remains a serious question as to how many people officially described as literate do indeed posses the literacy skills needed to function effectively in contemporary Thai society. For example, how many people considered literate cannot correctly fill out government forms at the district office required for establishing residency, obtaining licenses and conducting other types of government business? How many cannot read and understand fully the various conditions and stipulations in loan papers, installment plans and other legally binding documents they may sign? How many cannot read government announcements or instructions for use of fertilizers and medicine? Although studies of literacy skill levels, defined with such func-

tional considerations in mind, do not exist, it is not unreasonable to assume that such studies would reveal a higher percentage of the population not meeting any such standards.

4. An exhaustive research effort conducted in 1968 indicated that about 30% of Grade 4 school leavers relapsed into illiteracy within a few years after graduation. This is mainly due to the fact that in rural areas, in particular, there is virtually no written communication and information system which would provide appropriate incentives for maintenance and improvement of literacy skills.

Overall, then, the issue of illiteracy in Thailand remains critically important despite the relatively low national rate.

Types of programs being implemented

At present, the functional literacy program is subdivided into six separate projects:

1. *Regular Classrooms Project.* Classes of at least 25 students are conducted by school teachers in primary schools. The course, which is held at times and a location most convenient to adult learners, lasts 6 months (180-200 hours) and the teachers receive remuneration on an hourly basis. This project is being operated throughout the country. In 1981, around 1,000 classes were conducted in 50 provinces.

2. *Volunteer Walking Teachers Project.* This project was started in 1975, as it was learned through experience that in many cases the illiterates in rural areas found it impossible, because of time or distance problems, to attend a regular functional literacy class. The teachers, specially trained Grade 10 graduates, ideally must organize 2 classes per day, five days per week. During their spare time they are supposed to take part in other community development activities. When literacy needs in one area have been met the teacher moves to another area. This project, allowing for much flexibility of implementation since the number of participants may be as small as 3, who may choose to meet at times and frequencies convenient to them, allows the literacy program to reach a large number of illiterates in remote rural areas.

3. *Buddhist Monks as Teachers Project.* Based on the tradtional role of Buddhist monks as teachers this project was started as an experimental project in

1976, with 13 monks. Since then the project has been a success with more than 70 monks operating in the north of Thailand.

4. *Hill Tribes Volunteer Walking Teachers Project.* The Department cooperates with the Department of Public Welfare in providing a literacy program for the hill tribes who constitute one of the most important minority groups in the country. The program is designed to improve the quality of hill tribe life and develop functional reading, writing and arithmetic skills, and at the same time to instill a sense of attachment to Thailand, for the purpose of national security.

5. *Teachers College Student-Teachers Project.* With the cooperation of the Department of Teachers Training, a number of student-teachers from various teachers colleges throughout the country carry out their practical training in functional literacy classes in addition to primary schools. Hence, the project not only enables the Department to reach a larger target population at lower cost, it also utilizes personnel and resources available at existing teachers colleges. In addition, it also provides student-teacher with opportunities to gather first-hand experience in nonformal education.

6. *Military Recruits Project.* The Department of Nonformal Education gives assistance to the Supreme Command in training military personnel as literacy teachers and provides learning materials for them to teach illiterate recruits who constitute quite a significant number among those drafted into the armed forces.

National strategies for literacy promoted in the 1980's policies and goals

1. *National Economic and Social Development Plan*

The Fifth National Economic and Social Development Plan for the period of 1982-1986, which has recently been promulgated, claims to differ from previous plans in that:

(a) It is based on selected priority areas for program planning by both the government and private sectors;
(b) Its emphasis is on »solving problems of backward poverty-stricken rural population« so that they can participate in increasing national production; and
(c) It is accompanied by a reform of the government's development administration especially at the provincial and lower levels in order to facilitate decision-making and follow-up of operations.

In order to achieve the planned economic development, the Plan sets up goals for social structure and services development as follows:

(i) Decreasing the population growth rate to 1.5% by 1986;
(ii) Decreasing the illiteracy rate from 14.5% of the total population in 1981 to 10% in 1986;
(iii) Universalizing elementary education by 1986;
(iv) Providing nonformal education to 7.5 million people;
(v) Providing clean water to 95% of rural households; and
(vi) Eradicating severe malnutrition in children under 5 years of age and decreasing protein and calorie deficiencies in school-age children by 50%.

2. *National Education Development Plan*

The specific objectives of the nonformal education development plan include:

(a) An expansion of nonformal education services along the line of the lifelong education concept for all ages and both sexes;
(b) Greater distribution of resources to rural localities and a mobilization of local resources and private sector resources for nonformal education; and
(c) The development of good citizens with suitable vocations, capable of critical thinking, working and problem solving.

3. *Interpretation*

From the above plans, it can be seen that the government realizes that the literacy rate, the elementary education attendance rate and other health and nutrition indicators are essential ingredients of national development and that services in these fields must be provided alongside of and in proportion to other incentives for increased economic production and income distribution. Along with the plan, the government has identified 245 districts in 37 provinces as target areas for development. They represent the poorest areas of the country. The Education Development Plan has made a separate rough survey of illiteracy rates, child mortality rates and per capita income of all provinces, and, as expected, came up with an almost identical list of priority provinces for educational development.

Literacy promotion, therefore, has to be selective-intensive so as to comply with the policy guidelines. At the same time, the principles and basic assumptions of literacy work will remain as before, i.e., as a part of a lifelong education cycle to build a society of learners. It is functional literacy in that sense.

The government, however, has come to the realization that government funds alone will not be sufficient to cope with a task of this size. Rough calculations indicate that 2 million illiterates will have to be reached within the next five years. It will therefore seek to mobilize private and local resources for development work. A proposed reform of development administration structures down to the subdistrict and village levels will delegate more authority and decision-making powers to lower levels and thus strengthen community-based planning and management.

Strategies

The responsibility for literacy promotion is presently shared between the Department of Nonformal Education and the National Primary Education Commission, both within the Ministry of Education.

1. *Formal education*

With the new curriculum content and procedure, primary education services will be expanded to remote rural areas and more effort will be put into improving the quality of education and into reducing the average 14.5% dropout rate throughout the six-year compulsory school program.

2. *Nonformal education*

At present illiterate out-of-school adults who are over 14 years of age are under the responsibility of the Department of Nonformal Education. A more rapid expansion of literacy work means expansion of recruitment, supervision and resources, for which steps and procedures will have to be worked out. If literacy is a tool for lifelong education with an impact on economic development (as is assumed in the National Economic and Social Development Plan), then all other agencies involved in nonformal education and development must have a share in promoting literacy. Social, rather than monetary, incentives will have to be devised for both teachers and learners. The Department of Nonformal Education should act as a co-ordinating office for all efforts and direct them toward achieving the common goal.

Post-literacy efforts will also be strengthened, especially those that provide reading facilites and materials for new literates. Production of such materials will have to increase in proportion to the literacy effort.

Procedures

1. *Establishment of criteria and survey of target groups*

The National Education Commission and the Department of Nonformal Education will collaborate in identifiying the nature and size of literacy problems. If planning is to be conducted efficiently, answers must be found to the questions: How much reading and writing and numeracy does one need in order to be functionally literate in Thai society? Who are the illiterates? Where are they located? It is expected that the answers to such questions will be an unpleasant surprise for planners as the numbers will in all probability exceed those used at present.

2. *Mobilization of resources and mapping out of responsibilities*

The National Education Commission will convene a meeting of relevant agencies to discuss literacy promotion and to consider various alternative plans for the attainment of targets and to delegate responsibilities for implementation. If needed, an inter-agency co-ordinating body will be set up to oversee the task.

3. *Implementation*

Full-scale implementation should be in place by 1983. Follow-up and supervision will be done by the Provincial Nonformal Education Centers under the Department of Nonformal Education. Evaluation and other necessary research will be the responsibility of the National Education Commission.

Crucial problems related to the literacy campaign

Some problems may be regarded as crucial in Thailand's situation in connection with the literacy campaign:

199

1. *The illiterates live in scattered areas.*

It is really difficult to find them in sufficient number to form a class of 20-25 learners. In one village, there may be perhaps two or three illiterates. It is not unusual to find a class with very few illiterates, the rest being those who have already attended the four year elementary school but are still in need of improving their literacy skills. The cost of running the program per head, if the number of the illiterates is taken into consideration, is quite high.
Solutions to the above problem may be made as follows:

(a) Establishing more boarding schools for children of the disadvantaged groups, i.e., those living in scattered, remote areas.

(b) Using the walking teacher volunteers as mentioned earlier.
The walking teacher volunteer is paid the same salary as he would get when he first takes the civil service post. The volunteer will teach several groups in several places, depending on his ability to travel. However, this type of volunteers does not solve the problem of higher cost of running the literacy program. We usually found out that the class or groups taught by the walking teacher volunteer still consist of many people who have already attended the four-year compulsory primary school. In the other words, instead of teaching 20-25 illiterates in different villages, he may teach 5-6 illiterates and 15 or more literates.

(c) Using more low-paid or non-paid volunteers. This category includes the Buddhist monk, the student-teacher, the secondary school graduate. Since the remuneration paid to such people is lower than the preceding category, it is one alternative to make the program cost lower.
We are thinking about the non-paid volunteers as another alternative. Such volunteers may be the members of the village defence corps - usually known as the village scouts. The leader of the movement expressed his willingness to help our organization in carrying out non-formal education programs.

(d) Use of radio in the literacy program. This may be another way to reach the illiterates living in scattered, remoute areas.
Further exploration on techniques of using such media for the literacy program is needed.

2. *A number of the Thai population are non-Thai speaking.*

They are the hill-tribes in the North and the Malay-speaking Thai Muslims in the South. The hill-tribe groups number around 350,000, while the Thai Muslims 1.3 million. Althogether the two major groups, numbering 1.7 million, constitute 2.7% of the country's population, the total of which is 46 million. Programs are specially designed to meet specific needs of the two groups as follows:

The Thai Muslims. To enable the non-Thai speaking learners to understand the Thai language prior to literacy teaching, Thai lessons by Radio have been put in the regular broadcast program of the government radio station. The learners can learn independently or in groups as they wish. The literacy program for the non-Thai speaking Muslims has been specially preparaded to suit the cultural context of the learners. They start reading their own dialect in the Thai scripts and transfer the ability of script reading to the Thai language literacy textbook later on.

The Hill-Tribes. There are eight major hill-tribes in Thailand. A special literacy program has been prepared for them. Also a special program administration has been designed. In each operation unit, there is a nuclear village and several satellite villages. The nuclear village is an administrative and supervisory post manned by one or two qualified teachers, while the satellite villages are each manned by one volunteer. This system helps to make technical assistance available to the volunteers in surrounding villages.

3. *The vicious cycle of poverty.* It has been found out that where proverty prevails, illiteracy correspondingly prevails. Poor people are illiterate because they were unable to attend the full four-year compulsory primary education course when they were young. This problem is more economic than educational. However, for the adult illiterates, economic development and literacy education can be carried out together, that is, while the people are engaged in economic activities to support their living, they may also find time to learn literacy.

Lessons learned from the Seminar

It is still too early to say definitely and exactly what we have learned and would like to apply in our literacy program. However, we would suggest the following points to be included, among others, in our future literacy planning.

1. First, we have learned about the part the political will has played in literacy campaigns in many countries. However, the term »political will« should not be interpreted as the politicians' will, but also the professional's conscientious will and best of all the people's will from their own felt needs. The interaction of the will expressed by different groups of the population forms into the »political will« by creating social awareness among professionals, the people and so on.

2. We agree to certain extent that literacy is not only the tool to acquiring knowledge, but also the process of change. The learner by way of participation and inquiry is himself a different person. His perception of himself and the world will be different from what it was. But to bring about this result, the process of literacy education must not be just instructional, but essentially interactional and dialogical. Therefore, the training of literacy teachers is extremely important.

3. We view follow-up post-literacy to be indispensable and equally important. Without follow-up, and continuing post-literacy programs, most of the new literates will relapse into illiteracy in a few month's time. Therefore, we would strongly support such follow-up programs as rural libraries, rural newspaper reading centers, rural broadcast, interest groups, skills training, etc.

4.2.12 Nicaragua literacy crusade: some reflections

From a presentation made by Ms Valerie Miller, Special Adviser, Vice Ministero de Educacion de Adultos, Managua, Nicaragua.

Nicaragua Literacy Crusade

To be brief about the Nicaragua campaign is difficult. For a more complete description I will, therefore, pass out an article about the campaign which spells out its content, philosophy, objectives, history and implementation.[1] To summarize: the Nicaraguan National Literacy Crusade was planned in 7 month's time; the actual campaign lasted 5 months; and was staffed by students and teachers who volunteered their labor. Planning began 15 days after the war ended in July 1979. Original statistics revealed a 50% rate of illiteracy: 722,431 adult illiterates in numbers. During the campaign, however, many more people were discovered to have serious learning difficulties; more than 400,000 Nicaraguans learned to read and write during the Crusade; and the final illiteracy rate achieved was 13%. Literacy was determined through a 5-part examination administered by the volunteer teachers. However, skills at the end of the campaign were still fragile and post-literacy became vital to their consolidation.
Simple statistics, of course, in no way tell the whole story. I will, therefore, like to share with you some of the insights gained from the Nicaragua experience, its problems, weaknesses and achievements.

1. First, in Nicaragua there existed, what could be called, a fundamental and urgent logic of literacy, for at the heart of the country's development plan, rested the need for an educated literate population – literate not only for purposes of increased economic production but also for the new opportunities and responsibilities of civic, social and political participation. Literacy was considered the human cornerstone of national development.
A dynamic plan for development was seen as urgent. War damage and decades of exploitation had left the country with a 1.6 billion dollar debt, and a

1 Fernando Cardenal, S. J. and Valerie Miller, »Nicaragua 1980: The Battle of the ABC.« *Harvard Educational Review*, 51(1), 1981, Pp 1–25.

national treasury emptied in the last days of fighting by the dictatorship, of all but 3.5 milllion dollars. The new leadership felt that to establish a system of equitable development, they had to design a plan which was aimed at redistributing the nation's power and wealth. The foundation of the plan rested on the active participation of a thoughtful, creative, educated, community-oriented citizenry. The plan implied a profound structural transformation of the social system - the creation of structures which would promote permanent opportunities for learning and would enhance equitable form of economic and political participation. Literacy was vital and indispensible to these development goals, not just the literacy of ABC's but social literacy as well: skills in organizing and analyzing; attitudes of self-confidence, cooperation and empathy; knowledge of history and underdevelopment and an understanding that to overcome poverty would require a long steadfast commitment.

2. My second point involves »political will,« its complexity and dimensions, and its complementary partner, »spiritual will« or some might call it, the »community will« or »people's will.« In Nicaragua the will was there, but the national cupboard was completely bare. The only remaining funds in the national treasury had been completely spent in the first 5 days of government operations. The director of the literacy campaign, Fernando Cardenal, a Jesuit priest had been given a job with no budget. The Crusade could have ended up as a gradual regional effort or postponed indefinitely, if it hadn't been for the will of this man, his staff and the community pressure which began to exert itself spontaneously after the campaign was officially announced. People began inundating the national office inquiring about the Crusade, wanting materials and classes or signing up to be volunteers. They expected it to happen immediately.
The organizers of the Crusade, under Cardenal mustered enough indicators of concrete financial support from outside the Government; and presented solid and detailed enough campaign plans to convince the government leadership of the actual feasibility of the massive approach. Their efforts paid off. Although it must be said that debate was heavy and the argument not easily won from the Government's own Ministry of Planning.
Despite the concrete indications of community support, individual learner motivation provided a challenge to the volunteers when they reached their teaching sites. Convincing people they could learn or should learn was not always easy.

3. The campaign is really a tribute to international cooperation and Nicaraguan openness and ingenuity. This brings me to my third point - the combina-

tion of international cooperation, with local creativity and commitment. This occurred both at the financial level and the technical. When faced the prospect of running a campaign on no money, Father Cardenal and his staff began an intensive search for international funding sources, created a plan for community fundraising and began a system of debit spending.

The Crusade had to be financed from sources totally outside the government. Requests for assistance were mailed to international institutions, foreign government, and solidarity groups around the world. Official delegations were sent to the United States, Canada and Europe. In Nicaragua, the Crusade established a program of patriotic literacy boards and encouraged community fund-raising efforts. Many employees from all sectors - public and private tithed one day's salary each month to the campaign. Market women from Managua and peasants from distant mountain villages all made their contributions. Altogether, a total sum of $ 10–12 million was raised from national and international organizations.

In the technical area, the combination between national and international was especially creative. After the first months of initial planning, Nicaragua slowly brought together an international team of adult education experts. To the national office of some 200 were added 2 Argentineans, 1 Chilean, 5 Columbians, 1 Costa Rican, 4 Cubans, 2 Salvadoreans, 1 Honduran, 2 Mexicans, 1 Puerto Rican, 1 Peruvian, 4 Spaniards and 3 North Americans. An unusual spirit of cooperation existed.

4. Point four has to do with the administration of the Crusade. The massive mobilization in the Nicaraguan campaign brought about staggering problems and pointed out weaknesses in the program planning almost immediately. It became clear that to overcome these difficulties required administrative flexibility, creativity and capacity for quick effective problem-solving. Good information channels, both formal or informal were vital as was a system of interagency cooperation that could respond almost overnight.

To mention but two unforseen problems that would have scuttled the campaign if quick decisive action had not been taken - one was food and the other health. Of course, there were many more. Originally, the campaign leadership thought the country people could and should supply volunteers with food. Reality broke their vision. The war and disruption of planting had left the rural areas devastated. Father Cardenal first became aware of the logistical nightmare the campaign was about to face when his niece, a young Brigadista volunteer, sent her family a note saying all she had been eating for 5 days was bananas. A quick survey of the country revealed similar problems. From one day to the next an interagency team was formed - made up of the Ministries of

Welfare, Planning, and Transportation; the Institute of Basic Grains and representatives from the citizens and labor organizations. Resources were marshalled; transportation mobilized and within a week food was being distributed. It didn't always work out as planned, some areas got more rice than beans, some more cooking oil than soap, but people were fed and supplied. Parents also helped by sending care packages.
Health also unexpectedly presented a potentially crippling problem. Volunteers had been inoculated and first-aid kits carefully put together for each rural teaching unit. But all good planning was for naught, once the volunteers got to the field. Health conditions were so severe, the volunteers sense of concern and sharing so great that the contents of the first-aid kits were gone in less than 2 weeks. Massive bouts with diarrhea were reported all over; kids were being eaten alive by an assortment of fleas, mosquitos, gnats; and attacked by a bat or two. New supplies were ordered and health brigades organized. Within 10 days medical and nursing students had been recruited and trained; 700 were set in mobile teams to cover the country.

5. In a massive program, the balance between centralization and decentralization is fundamental. It is the creative dynamism of this relationship between the »political will« and »community will« that makes or breaks a national literacy campaign. The balance between the central and the local in the Nicaragua planning system was weak at the beginning with only minor grassroots involvement, but by the middle of the Crusade improved to include the structured systematic participation of over 100,000 people in a 4-tiered process, starting with the community and proceeding finally to the national, a process of planning and of problem-solving; identifying difficulties in the campaign and designing plans to overcome them.
Many other examples exist: for example, in training, a system of rotating group leadership and committees were instituted; in curriculum and methodology, a fascinating process of community action research, not unlike participatory research, was attempted.

6. Key to the Nicaraguan Crusade, and key to any campaign effort, is the staff training program. Under all circumstances, it must infuse the literacy teachers, whether volunteers or paid professionals, with a passion for the task, a respect for the learner and concrete teaching skills appropriate for the working with adult. In Nicaragua, the training program offers some valuable lessons in design. Influenced by Paulo Freire and others, its hallmarks were learner participation, critical analysis and team teaching. In programs where high level of political will do not exist, I would say that training plays an even more important role. Without a dynamic existing training program, the campaign will fail.

7. Which brings me to point 7 - the curriculum, materials and methods of the campaign. Likewise, in a context of less than optimum political and community commitment, materials and methods have to be much more self-motivating - what is more they need to be fun, involving, and directly meaningful to the learner. In Nicaragua, the work of the primer was supplemented, at midpoint in the campaign, by learning games - for example, a form of word scrabble and syllable dice were developed. The dialogue method of teaching also had to be reinforced.

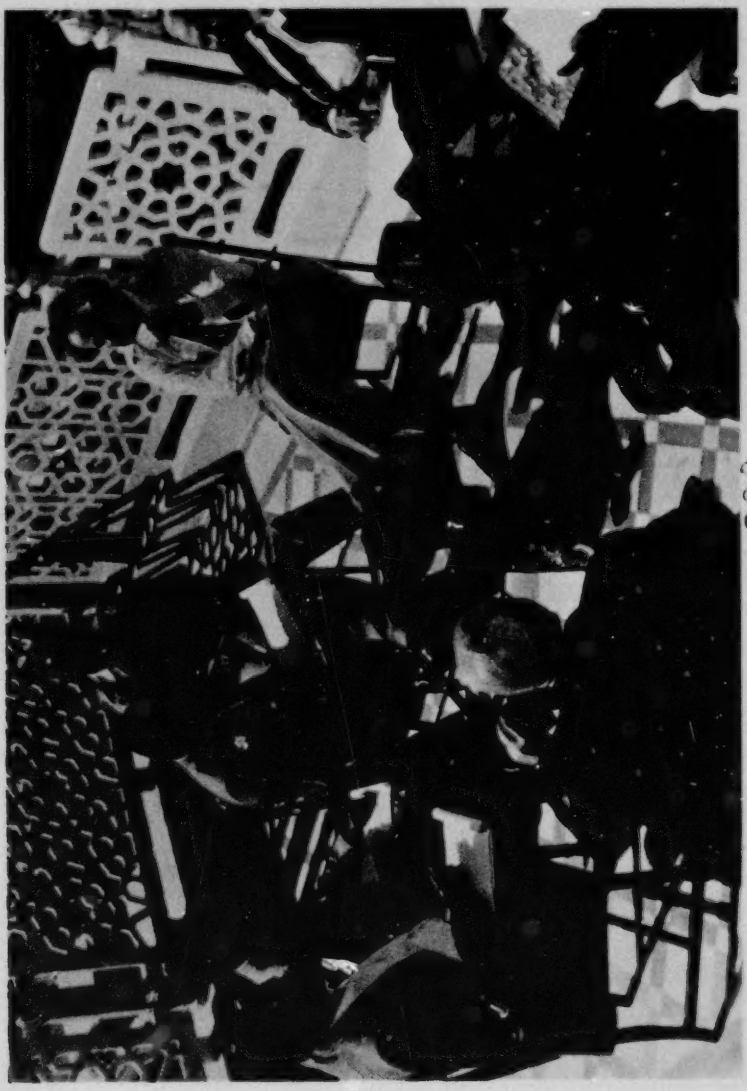
8. In Nicaragua, arithmetic was studied through a separate text. It provoked great enthusiasm among learners, sometimes overshadowing the string of ABCs. In a climate where learner motivation is weak, the direct incorporation and integration of math into the literarcy text could serve to stimulate learning.

9. Point nine is in regard to the language of literacy. Nicaragua has four significantly distinct language groups. The first campaign in Spanish conducted from March to August was followed in October by 3 campaigns in English, Miskito and Sumo. The primers used in the 3 later programs were modified for the different groups but because of time pressures were principally a translation from the Spanish. Once announced, like the Spanish campaign, demand for the bilingual program was extremely high. In fact, pressures were so great that any postponement of the program would have been very difficult politically. The planning for the bilingual program was adversely affected, however, by the fact that it was being conducted during the height of the Spanish language campaign. All resources and attention were concentrated on responding to the awesome operational needs and problems of the Crusade. Little extra energy or expert staff was available for the bilingual groups. This problem continued throughout the implementation phase.

10. In Nicaragua, women formed about 1/2 of the learner population and 60% of the teaching corps. Because classes were usually held in the learners' homes and adapted to their work schedules, women could participate more easily although the constant demands of children often interrupted lessons. Child care is an important issue to be dealt with clearly in literacy campaigns if women are to participate effectively.
An unexpected, unforeseen positive and important outcome regarding women occureed in Nicaragua as a result of parental fears. Quite simply, parents feared their daughters would become pregnant. To counter this, real possibility, the teaching corps was divided into male literacy brigades and

female. This provided young women the special opportunity to develop leaderhip and organizing skills since they became heads of their separte teaching units, positions that if the sexes had been mixed would have, because of the culture, invariably gone to males. These structural aspects should be considered when designing campaigns to allow for equality as much as possible.

11. To conclude, I would like to emphasize the fundamental vital importance of the follow-up program, a fact which seems quite clearly obvious, but which in the rush of a mass campaign especially in a postwar situation can become overwhelmed by the staggering problems and operation of the campaign itself. No slippage should occur in the transition from the literacy class to life and work; and materials should be especially self-motivational.
Nicaragua's follow-up program attempted to make the creative best of two difficult problems – no money and no available teaching personnel. Local people, sometimes new literates themselves, were selected to replace the Brigadista volunteers. With several hours of instruction and some practical teaching experience gained in the final weeks of the campaign, they became group learning coordinators. With the help of specially designed materials, a small ministry support staff, a twice daily broadcast radio show, and the involvement of the community citizen's organizations, they continue the callenge begun by the campaign.
The callenge for the future is awesome. Expectations are great, problems complex and resources scarce. In the face of new tasks, the words of a young volunteer expressed at the close of the campaign provided inspiration: »The crusade is like the source of a river of popular knowledge which will flow onward, forever.« May it be so and may literacy flourish in all our lands.



A working Group in the Seminar

5. Conversations: Questions raised and issues discussed

A philosopher has summed up human life with poignant brevity, saying: »We have been a conversation.« Indeed, the most important part of the International Seminar on Campaigning for Literacy held in Udaipur, India, during January 4–11, 1982, were the conversations that took place among the participants within formal sessions and in informal settings.[1] These conversations changed in significant ways as the Seminare proceeded. This section reports on the questions raised and issues discussed by the participants by way of recording the content of those conversations.

(A) *Some Conceptual Issues and Policy Questions*

What is literacy?

The Udaipur Seminar, showing considerable pragmatic good sense, accepted the definition of literacy contained in the *Revised Recommendations Concerning the International Standardization of Educational Statistics* (Uncesco, 1978) which stated that »a person is literate who can with understanding both read and write a short simple statement on his everyday life.«

The Seminar understood, of course, the multi-dimensional and continous nature of the literacy skill. It was also understood that literacy was a compound of many relativities: of the language of literacy, of the subject-matter read, and of the instrumental functions that literacy was assigned, in different socio-political and cultural settings.

Ideally, literacy was the ability to read and write in the mother tongue. However, a regional, national or even a metropolitan language (such as English, French or Portuguese) was to be acceptable as a language of literacy in particular political settings, at some particular points in history. It was understood, however, that if at all possible, literacy should first be taught in the mother tongue (or a local vernacular) and literacy skills then transferred to a national or official language.

1 What follows is not a verbatim report of the proceedings but a condensed and connected write-up based on the deliberations of the Seminar.

201

The Udaipur Seminar recalled the definition of functional literacy (or work-oriented literacy) as proposed at the Tehran Conference of 1965, as instruction that »must enable illiterates, left behind by the course of events and producing too little to become socially and economically integrated in a new world where scientific and technological progress calls for even more knowledge and specialization.«[1] The Seminar took note that this concept of functional literacy had been most influential among literacy workers and development planners and had been incorporated in literacy campaigns, literacy programs and literacy projects all over the world.
The Udaipur Seminar also recollected and recognized the significant contributions of the International Symposium for Literacy (September 3–8, 1975) which in making the *Declaration of Persepolis* had „considered literacy to be not just the process of learning the skills of reading, writing and arithmetic, but a contribution to the liberation of man and to his full development. Thus conceived, literacy creates the conditions fot the acquisition of a critical consciousness of the contradictions of society in which man lives and of its aims; it also stimulates initiatives and his participation in the creation of projects capable of acting upon the world, of transforming it, and of defining the aims of authentic human development.« The echoes of the Declaration of Persepolis were often heard during the Udaipur Seminar.

Why literacy? Why not media?

The Udaipur Seminar recognized the urgent and immediate need of disseminating new knowledge and new social, political and economic skills among farmers, workers and housewives in the developing areas of the Third World in order to promote development. Inevitably, questions were raised: Why use literacy as the vehicle for the dissemination of knowledge and skills when illiterate adults do not seem particularly motivated to learn to read and write? Why not use more general adult education approaches based on nonprint media, particularly radio and TV, which seem to be universally popular? At least, why not use nonprint media first, in the immediate future, while schools complete their assigned role to teach literacy (reading and writing) to every new generation of children who will grow up to be men and women?
For many of the participants of the Udaipur Seminar these questions were merely rhetorical. These participants were already committed literacy work-

1 Unesco, *World Conference of Ministers of Education on the Eradication of Illiteracy: Final Report* Paris: Unesco, 1965

202

ers, and fully convinced of the important role of literacy in development – a role which they were convinced could not be assumed by any other media. Some others, however, did need justification for the policies and plans for literacy promotion which they would be proposing to higher-level decision makers on their return home.

The Udaipur Seminar accepted the argument presented in the Seminar document (the Unesco/ICAE study, *Campaigning for Literacy)* which while recognizing the important service provided by nonprint media such as radio, to adult men and women in the Third World countires, pointed out that, by themselves, these media could never carry the whole communication burden of carrying development messages and teaching new skills to those who need them. The nonprint media were supplementary – at best complementary – to the print media, which inevitably require literacy as the essential skill. A case could even be made for taking the position that nonprint mass media, are indeed build on the grammar of print communication, and do not *fully* communicate to those who have not learned to read and write. (This assertion will not, of course, apply to folk media when folk media are put to expressive uses or when these are used in the process of the transmission of culture.)

It should be quite apparent that nonprint mass media while they inform, they may also reinforce a relationship of dependency in those whom they inform. Mass media users may not become independent consumers of information. They may simply wait to be given further information. They must wait for their questions to be answered. Most importantly, they can seldom be active participants in the communication relationship. They are usually not given the opportunity to codify their own realities into their own messages, they can only decode what is sent to them. Those who work with print media do not experience these disabilities as severely.

The motivational argument (that adults are not motivated to learn to read and write, but are quite interested in listening to radio) is also found hollow when carefully examined. Illiterate adults may be anxious to listen to the radio when it is blaring popular music, and not necessarily when it is talking about family planning, nutrition education or vegetable gardening. Motivation is not spontaneous for receiving development messages, whether these messages are broadcast over the radio or distributed in print. Motivation has to be created through mobilizaton. In this regard, the print and nonprint media are equally disadvantaged.

To work with media now, and with literacy later, is also a spurious argument. Illiteracy will not go away only if we waited long enough to allow the schools to do their job of education children of the present and future generations. To try to bring about universal literacy through the universalization of primary edu-

cation will indeed be the practice of »gradualism.« Should such strategy be followed, many of the Third World countries may not be fully literate even by the middle of the twenty-first century, considering that both the retention power and productivity of schools have been raised.
Literacy is needed now, there is no scope for waiting. Mass media such as radio should be used in the short-run, but literacy will already have to be central to all programs of development support communication.

Literacy and development connection

Literacy may be a better mode of communication of knowledge and skills to farmers and workers but does it really bring about development? Has literacy not been and continues to be used by many as an instrument of pacification and control? Can literacy ensure increments in people's welfare and liberation of the oppressed?
The Udaipur Seminar expressed the view that while the role of literacy in development was indeed significant, there was nothing automatic or deterministic about the literacy and development connection.
The participants of the Seminar discussed the two models of development presented in the Seminar document (Uncesco/ICAE study, *Campaigning for Literacy)*. These two models were: the Motivational-Development Model and the Structural-Developmental Model.
Those using the motivational-developmental model worked with and on the motivations of people. People were to be motivated to learn to produce more and to participate in their social, political and economic institutions. Through such participation they were to put democratic pressures on their institutions and demand that these institutions change and become more responsive to their needs and aspirations. Structural changes were to come through an evolutionary process. Within the context of the motivational-development model, literacy becomes an instrument for higher productivity and more effective participation in the society's institutions. The conception of change is reformist.
Those unsing the structural-developmental model work directly on existing social, economic and political structures to change the rules of the game; and challenge people ot prepare themselves, through literacy and education to take control of the new institutional structures to make them serve their needs and aspirations. The structural-developmental model is rooted in the assumptions of revolutionary change, at least large-scale reform that seeks quick and significant transformation of the social order. Literacy, in the context of the structu-

ral-developmental model, again, is an instrument of higher productivity and more effective participation in the society's institutions. But it is, at the same time, also an instrument for establishing and reinforcing new social and institutional relationships, whithin the context of revolutionary or near-revolutionary change.

The conclusion is obvious that the literacy and development connection actualized itself differently in different settings, depending upon the political and ideological framework within which development is planned and literacy is taught.

The Udaipur Seminar also raised the question as to whether attempts at literacy promotion were even worth the trouble when governments were not interested, or were following the gradualist motivational-developmental model; and were clearly dragging their feet in regard to the concomitant structural changes nesessary for bringing about social change. The answer was a definite »Yes.«

The point was made that literacy workers do not have to wait for governments to take the initiatives; and they do not have to wait for the structural changes to come first. Development or social change is not a fine-tuned enterprize wherein effects follow causes in neat order and in measured steps. Literacy and the political economy of a society are in a dialectical relationship, each effected by and effecting the other. Literacy can't wait until the policy is fully ready, or until the economy can absorb the new literate with new literacy skills. Literacy work is never too early since it is »potential added« to individual new literates, to their families and to their communities. Literacy work is never lost since literacy provides people with new ways of looking at things, if it does not give them completely new identities. Most importantly, literacy engenders creative discontent with what is, and constructive hope for what might. It thus puts pressure on dysfunctional structures and demands that they become responsive. Literacy has promise even under the heaviest of odds.

Nothing less than a mass campaign?

This Udaipur Seminar took note that the Unesco/ICAE study, *Campaigning for Literacy*, had offered the mass campaign strategy as a strategy of great promise; and that, indeed, the International Seminar on Campaigning for Literacy, in taking its name from this study, had implied endorsement of this view.

The Seminar, nonethless, raised a set of prior questions: Will nothing less than mass campaign do for the eradication of illiteracy? What about large-scale literacy *programs* which were not conceived of or implemented as mass

campaigns? What about literacy *projects* designed to fulfill specific development needs? Had not the mass campaign strategy perhaps failed as often as it had succeeded? What if resources were not available for mass literacy campaigns? Wouldn't literacy programs qualify as the best possible strategy under some circumstances?

To help in the discussion, definitions of a campaign, a program, and a project as given in the Seminar document (Unesco/ICAE study, *Campaigning for Literacy*) were accepted. A campaign to be so-called is an organized large-scale series of activities intensely focussed on a set of objectives to be achieved within some pre-determined period of time. A campaign has about it a sense of urgency and combativeness. It is politically »hot«. It is the most important thing that needs to be done, at that point in the history of the nation. It is planned as an expedition or as a crusade. All available resources of the nation are to be at its beck and call, should the need arise.

A program is also a planned and systematic activity. It could be both large-scale and time-bound just like a mass campaign, but it is politically »cool«. It is developmental action without political passion; urgent, but without dash and a certain impatience. It is one of the many »most important tasks« the nation must accomplish. It gets its share of resources, and is expected to get the most returns from resources budgeted for the program.

A project is a small-scale program, with its objectives very strictly (even narrowly) defined within a larger program and confined, perhaps, to a small area. Thus, many projects could be subsumed under one program. The difference between a project or a program would, therefore, be a matter of focus and size. Again, many programs could be incorporated within a campaign. A campain could also be organized incrementally as a series of programs, one program building upon the other, or as a program expanding from one geographical area to others. The essential difference between a program and a campaign is, perhaps, in the political temperature of the event; in the level of commitment and the style of mobilization of resources.

Interestingly enough, it became clear during the Seminar discussions that to many in literacy work, and to some of the Seminar participants themselves, the word »campaign« carried the connotations of a staged event, with the purpose of achieving quick and dishonest political gains but without commitments to teaching literacy or alleviating poverty from among the people. There have been examples of literacy campaigns that made no connections between literacy and the developmental objectives of the region or country; were of ridiculously short duration; taught adults nothing more than how to sign their names; and were clearly devoid of any socio-economic impact on their lives. Of course, the campaign strategy had been abused by the socially

206

irresponsible. It was understood, however, that when the campaign strategy was backed by strong and genuine political commitment, and when it honestly sought to generate processes of individual and social praxis, the campaign strategy was not only effective, it was perhaps the *only* strategy commensurate with the size of the illiteracy problems the world faces today, with some 830 million adult illiterates living today on this globe in poverty and helplessness.

In regard to resources needed for implementing the campaign strategy, it was realized that, in a sense, a campaign could never be short of resources, since successful campaigns generate their own resources as they proceed. Once the masses own the campaign, they give it much more than they take from it. It can, therefore, be said that no set of circumstances is too severe for conducting a mass literacy campaign.

It should follow that a mass campaign is impossible without participation of the masses. While civil servants can make important contributions in providing to the campaign a general framework of action, and management support; and may even successfully sustain policy initiatives once started by political actors, there can be no mass campaigns without the involvement of the masses. As literacy workers, we must not confuse the different roles of administrative cadres (civil servants and government functionaries) and cadres in behalf of the masses who may draw from Marxism, or Gandhism, or from the concept of free enterprize or from a movement of religious or cultural revival. Both types of cadres must make their own uniquely important contributions.

What if the campaign is not possible for whatever reasons?

Won't a literacy program do? Isn't a project acceptable as a strategy of last resort? The answers are obvious. Social change is the art of the possible. Where mass campaigns are not possible, programs and projects should do. Where even programs and projects are not probable, let each one teach one. The struggle should be joined – that is what matters.

Will mass campaigns make literacy mono-sectoral?

The fear was expressed as to whether the emphasis on the mass campaign strategy would not mean a retreat from the functional literacy concept of Unesco's Experimental World Literacy Program (See Chapter 1) which had the advantage of having established a clear and direct link between literacy and other development sectors such as agriculture, industrial production, health, etc. It would be regretful, the Seminar participants thought, if under the mass campaign approach, literacy came to be promoted for literacy's sake, and thus

207

become mono-sectoral; and, instead of assisting other development sectors, merely withdrew resources away from those important sectors.

After considerable useful discussion, the Udaipur Seminar came to the view that there was nothing inherent in the mass campaign strategy that would make literacy mono-sectoral. Indeed, successful mass campaigns, by their very nature, can *not* be mono-sectoral and instead will have to be multi-sectoral – for they would touch upon the totality of people's lives. As the Seminar document, Unesco/ICAE study, *Campaigning for Literacy,* had indicated a mass literacy campaign, when successfully conducted, would involve most adults of a nation in the task of nation-building and could provide a whole nation with the experience of the »Long March.« –By making adults agents of their own praxis, the mass campaign could change their relationships with all their institutions – in the political sector, in the economic sector and in the social sector. The examples of successful mass literacy campaigns as, for instance, those of USSR, Vietnam, and Cuba all tell us that this is indeed what really happened in those countries. New identities, new roles and new institutional affiliations were created by the mass campaigns. By no stretch of imagination could these mass campaigns be called mono-sectoral.

At a more operational level, the mass campaign approach allows program design with clear and definite integration between literacy and other developmental sectors, such as, agriculture, industrial production and health. Once again, it is not just a question of theoretical assertion, but a matter of historical experience. As the Unesco/ICAE study, *Campaigning for Literacy,* points out, the Tanzanian mass campaign was based on a multiplicity of functional literacy programs, with literacy integrated with 12 different activities and political themes, with 12 different economic sets of literacy materials in use within the overall mass campaign. In other words, the mass campaign used the selective-intensive program design to serve the developmental needs of peoples in various sectors and in different geographical areas.

The question of political will and the ideological context of mass campaigns

The Unesco/ICAE study, *Campaigning for Literacy,* had pointed out clearly and forcefully the role of political will in the conduct of successful mass campaigns for the eradication of illiteracy. It was also noted by the Udaipur Seminar that all the mass campaigns described as successful in the Unesco/ICAE

study had taken place in countries that were one-party states - whether Marxist, African Socialist, Buddhist Socialist, or ruled by the army.

Did it mean then that the emergence of the political will, needed for successful mobilization in the conduct of a mass campaign, was possible only in one-party states? Should one conclude that a successful mass campaign was possible only within political cultures where the will of the State was superior to the will of the individual and where effective mass mobilization was possible through various kinds of social and/or socialist sanctions?

To answer these questions one first had to understand the meaning of political will, the process of its emergence and how choices are made of what a nation must will to do. To will is to resolve upon an action or obejctive; and an unyielding determination to persevere with zeal, energy and devotion, and at all costs, in attaining such an objective. Political will is the »collective will« of the people, expressed in their behalf by those who represent them. The political will for undertaking an action in behalf of the nation may be said to exist when such an action is given due priority and when all necessary institutional and material resources are harnessed for the actualization of such an action.

Political will does not, of course, arise full blown but must emerge slowly through different complex political and social processes depending upon the political culture and the historical times through which a nation is passing. The processes of the emergence of political will are indeed the same as those of policy formulation and promulgation. The emergence of a strong political will is helped by ideological fervor or flights of Utopian imagination which are more likely to occur at historical moments that are marked by the »effusion of independence« or »energy of revolutions.«

In some political cultures, political will will arise from and reside in the State. The masses will be involved through mobilization. This may be typical in one-party States. In multi-party States, the political will may be a composite of the »cultural will,« the »peoples's will,« and even the religious or spiritual will - a national consensus to which the power elite, the counter-elite, the intelligentsia, the professionals and voluntary agencies all feel committed. Thus, in a multi-party State, political will is more diffused and is not always easy to articulate and implement.

Indeed, political will is not easily generated in a multiparty State, a political culture that assumes and promotes a »clash of wills.« It is important to note, however, that »difficult« is not the same thing as »impossible.« The expression of political will is thus certainly not the special preserve of any particular ideology or political system. After all, multi-party States do govern and do rise to the occasion when faced with crises of war and peace, of life and honor.

209

It may be useful to analyze political will in terms of two parts: (1) to resolve to take an action and (2) to determine to implement it. Can multi-party States deliver as easily on the second as they seem to do on the first part? Can they mobilize effectively when most of these States are build upon the concept of individual freedom; of the individual will being superior to the will of the State; and where social sanctions to require participation in developmental campaigns must be sanctioned by the people's themselves? Once again one needs to remember that mobilization through persuasion and activation of commitments may be difficult but is again not impossible. Systems of all different persuasions have mobilized successfully in times of need; they have demanded and have got the ultimate sacrifice from its peoples.

Then why haven't more multi-party States and the so-called liberal democracies applied their political will to the eradication of illiteracy and not mobilized the energies of their peoples for successful completion of the task? The answer is simple. They have not thought it worthwhile. Or, they have not wanted to do it. Or they have not dared to struggle and hope.

(B) *Some Questions and Issues of an Operational Nature*

Discussions at the Udaipur Seminar were held at two somewhat distinct levels: the conceptual and political level; and the planning and operational level. The issues discussed and reported in Section (A) above were predominantly of definitional and conceptual nature or had a political orientation, dealing with allocation of resources, within a competitive political context. The questions and issues discussed in Section (B) below are predominantly operational dealing with plans and strategies of implementation of literacy campaigns (and programs and projects).

Need for integrated planning of literacy and development

The Udaipur Seminar emphasized the need for planning of literacy campaigns as fully integrated with overall development planning in the country. The Seminar had agreed that, in a sense, it was impossible for a successful mass campaign to be isolated and not to interact with current developmental processes and institutions. This was so because a mass campaign, at its best, sought to change the whole range of relationships between the new literate adult and the social, economic and political institutions of the society.

Yet these relationships could be made more concrete and more directly interactive by conscious planning of literacy campaigns to obtain such integration. Literacy could be made the driving force, and development themes and skills could be the stuff of a literacy campaign, program or project. Or, a development campaign could be organized (as in the case of Somalia), with literacy playing the central role within what was billed as a development campaign. It was recommended that literacy workers should not be wary of hanging on the coat-tails of successful and urgent development initiatives, such as those in family planning in India, and for sufficiency in food production in Nigeria. The Seminar also took note of the fact that Nigeria had plans to link literacy with a new and urgent development theme every year.

Integrating adult literacy with formal education

The Udaipur Seminar also emphaiszed the need for integrated educational planning, leading to national learning systems that encompassed formal education and nonformal education (as also informal education provided by the institutions of information and culture, in general).

This would at least mean that plans for universal adult literacy are complemented with plans for universal elementary education. These two universalizations should be pursued, at the same time, one integrated with the other and neither of the two as prior to the other. The Seminar took note of the fact that in Tanzania, plans for universal literacy had indeed led to the institution of plans for universal elementary education; and that in Iraq, the Compulsory Elementary Education Law and the Compulsory Literacy Law were passed hand in hand.

The Seminar took note that the integration of plans for formal education and adult literacy was not enough. Entry from and into the other should be possible at multiple points. Problems of productivity and efficiency of both formal education and adult literacy must also be increased. This meant that the holding power of the school hat to be increased so that almost all of the children who join the first grade complete their primary education with success, both in the urban and rural areas. (See below for comments on the productivity of adult literacy programs.)

Finally, there was the need for appropriate conceptualization, planning and implementation of a comprehensive post-literacy and continuing education program. The idea that »literacy is for a paid job« should be attacked both at the psychological and the economic levels. Economic conditions in the rural areas should be improved as well as social and cultural amenities available to

211

the rural people. At the psychological level, people should be helped to understand that learning is for application to one's life and work; and that it is to do a better job of being a farmer, a husband, a housewife, a mother, a citizen. However, those who want a paid job should be assisted in getting one and those who want to join the formal system should be suitably counselled.

Special attention to the specially-disadvantaged

The Udaipur Seminar warned that literacy campaigns in developing a national perspective to serve the masses should not lose sight of specially disadvantaged groups such as women, tribal people, the low caste, the nomads, people living in the mountainous regions or any other minorities. Mass campaigns can and should maintain multi-focal visions, and solve a national problem by meeting all particular interests.

Organization for the mass campaigns:

Role of government and non-government agencies

The Udaipur Seminar took note of the Burmese concept of »organizational power« and agreed that good organization can indeed generate needed power for the successful implementation of a mass campaign. All the literacy campaigns reported in the Unesco/ICAE study, *Campaigning for Literacy,* had been conducted by governments. (MOBRAL that implemented the Brazilian campaign is a foundation fully funded by the government and responsible to it.) Most followed the mass line, but the overriding principle was that of »democratic centralism« where the government provided initiatives and control; and different organs and agencies of government and people, at different levels of the hierarchy, took responsibility for implementation.
The Seminar was of the view that a non-governmental or voluntary agency could, theoretically, initiate and successfully conduct a nationwide mass literacy campaign. However, such a voluntary agency will have to be an agency of national scope and organization. It must, additionally, have legitimization both in the eyes of the government and of the people. Small-scale, local and regional voluntary agencies can initiate, and successfully implement, literacy programs and projects in their own particular areas of operation. Their role in regard to national mass literacy campaigns, while collaborative, will be crucial in the success of any mass campaign.

212

Whether the initiative for the organization of a mass literacy campaign is with the government or with a voluntary agency of national scope, there is need in either case, to establish linkages with all mass and popular organizations such as farmer associations, trade unions, women organizations and so on. Coordination will have to be established between and among all agencies both horizontally and vertically. It must be understood that coordination is not something which is established once for all and is for ever. Coordination is a process which has to be sustained through a continuous, never-ending process of give and take.

Resources for literacy campaigns

The Udaipur Seminar noted that the resources available to literacy campaigns described in the Unesco/ICAE study, *Campaigning for Literacy*, had varied considerably from the comparatively well-funded campaign of Brazil to the »budgetless« Burmese campaign. In a very real sense, a successful campaign generated its own resources. To put it differently, a lack of resources for a mass campaign was a problem of lack of effective mobilization. However, it was suggested that organizers must not overlook the need for a minimum of start-up resources necessary for any large-scale national effort. More importantly, some of the resources needed for a successful mass campaign may be exogenous to the system and no level of mobilization and sacrifice could produce those resources. Such resources as paper, printing presses, audio visual equipment, vehicles for transportation and broadcast facilities will have to be bought or obtained through technical assistance from abroad.

The role of the professional versus the politician

In the preceding, we have discussed the necessity of the »political will« for a nation to initiate and implement a successful mass literacy campaign. By implication, we have pointed to the central role of the politician in making successful literacy campaigns possible. But while literacy is indeed a political event, it also has a technology. Ideology and technology both need to be brought together in a proper mix.

The Seminar came to the understanding that professionals do not alone make literacy campaigns, but that they are *the great enablers*. In Nigeria, a professional lobby, the Nigerian National Council for Adult Education, had played an important part in the articulation of the national will that led to the declaration

of a mass literacy campaign in August 1982. In India, professional administrators and literacy workers claim to have sustained the national program of adult education during the difficult days of the change in government. As the Vietnamese campaign teaches us the role of the professional technician becomes much more important in the post-literacy stages.

Pre-preparation for literacy campaigns

Pre-preparation for a mass campaign will help, but pre-preparation should not become an excuse for postponement. Periods of preparation should be short and intense, and should be so used that they become part of the first mobilization for the implementation of the campaign. It should also be noted that preparation is no substitute for commitment. On the other hand, when commitment is strong, a considerable lack of preparation can be overcome. People need to start; they can improve as they move.

How to choose the language of literacy

The Udaipur Seminar agreed that the choice of language of literacy was not merely a technical matter. The question of choice of the language of literacy was intertwined with the political economy of the country or region where literacy was to be taught.
In its ideal definition, literacy was the ability to read and write in the mother tongue. However, literacy should not doom the new literate to a localite existence, bounded by a small community of people speaking his or her language, and render the new literate unable to join the mainstream of politics and economy of the region or country. The national or official language ultimately must be taught, though literacy may be taught, first, in the mother tongue or a local vernacular before shifting to the national or official language.

The problem of motivation

More than once during the deliberations of the Udaipur Seminar, participants regretfully pointed to the problem of lack of motivations among adult illiterates for learning to read and write. Many illiterate adults, it was said, did not feel the need to acquire the »difficult« skills of reading and writing, and did not know to what uses they will put their reading and writing skills once those had been acquired.

214

Seminar discussions led to the understanding that social change did not deal only with needs that were already felt by adults, but had to meet the challenge of fashioning new needs. If adult illiterates did not feel the need for acquiring literacy, they had to be helped to »learn the new need.« In other words, the need for literacy had to be fashioned. Again, if adults did not see to what uses they could put their newly acquired skills of reading and writing, that meant once, again, for the literacy workers the opportunity of meeting a challenge. This challenge will be that of creating a new environment, and new institutional arrangements and patterns, wherein the newly acquired skills of reading and writing could indeed be put to functional uses.

Thus, it was seen that motivation and mobilization were two sides of the same coin. Motivations were seldom spontaneous; they had to be taught, implanted, regenerated and harnessed to the service of new causes, among them, literacy and health and family planning. Also, motivating was more than slogan-mongering. The various rewards and incentives build into the social, economic and political structures had also to be changed to reinforce the teaching of new motivations. A national tragedy of fire or flood, the shame and suffering of riot and strife, and the energy generated by political elections could all be put to motivational uses.

Finally, the Udaipur Seminar noted that the problem of motivation was not a problem restricted to adult learners, but also manifested itself among instructors, supervisors and organizers. The motivational problem had to be met on this front as well.

Increasing the overall productivity
of literacy campaigns, programs and projects

The Udaipur Seminar asked that literacy campaigns be as effective and as efficient as possible. Each separate component of the campaign should be monitored through built-in evaluation. In this regard, two aspects of literacy work were brought up for special attention:

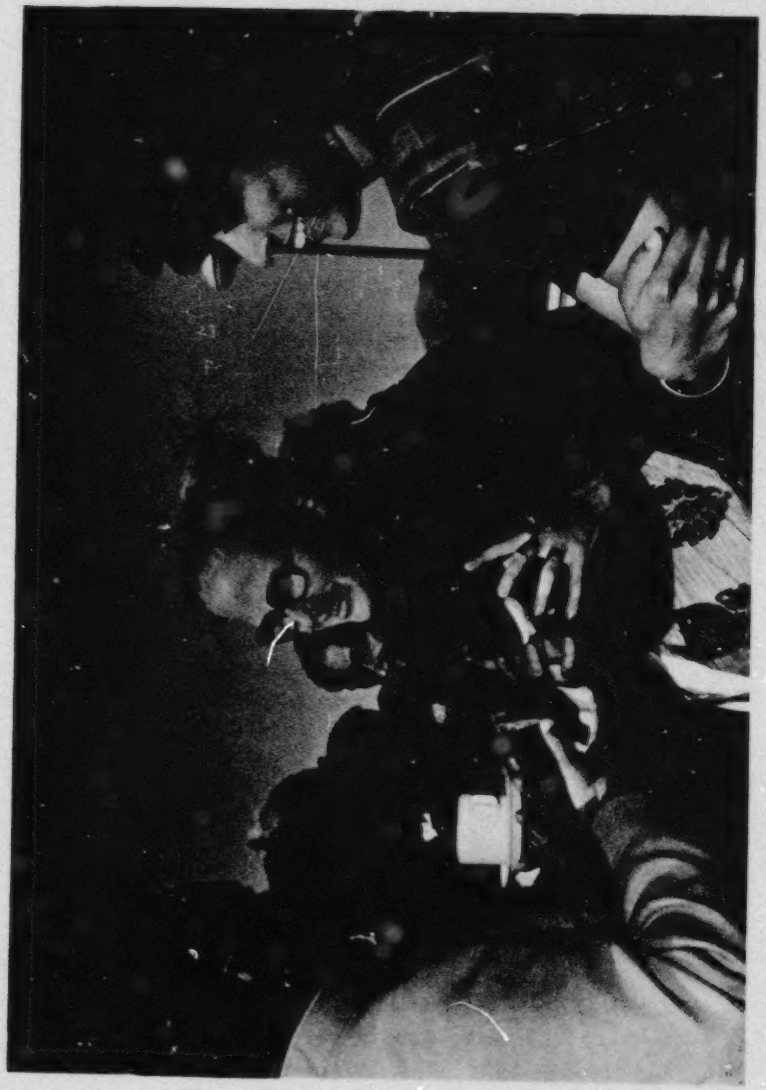
First, it was recommended that literacy campaigns, programs, and projects should plan for *outcomes*, that is, for learning acquired by adults rather than for enrollments. Emphasis on enrollments rather than outcomes, the Seminar pointed out, could indeed become an exercise in self-deception. Implementers of literacy programs must know: Who is learning and how much? Who is not learning and why not? How to link those who are now literate and ready, with existing economic, social and political opportunities and structures?

Second, it was suggested that the teaching learning process itself should be made more efficient within literacy campaigns. Stagnation and repetition of learning cycles by adults should be stopped. Those who are slow should be provided special assistance and helped to graduate. The number of hours needed to complete teaching-learning cycles should be reduced using appropriate classroom strategies, by producing more effective instructional materials and by better training of teachers.

•

The Udaipur Seminar accepted »Planning, Implementing and Evaluating Literacy Campaigns: A Memorandum to Decision-Makers« (Chapter XII of the Unesco/ICAE study, *Campaigning for Literacy)* as a comprehensive, systematic and useful elaboration for operational planning of literacy campaigns, programs and projects. With the permission of the Division of Literacy, Adult Education and Rural Development of Unesco, this chapter is being included below in full.
In addressing development planners in general and literacy workers in particular all over the world, the Seminar adopted the »Literacy Declaration of Udaipur« which is also included below.

216



Seminar participants during a coffee-break

217

6. Convergences: Memorandum adopted, declaration made

The various policy questions raised during the Udaipur Seminar, and the many operational issues discussed, have been reported in »Conversations: Questions Raised and Issues Discussed« (Chapter 5) above. In addition, the Udaipur Seminar adopted Chapter XII of the Unesco/ICAE study,[1] entitled, »Planning, Implementing and Evaluating Literacy Campaigns: A Memorandum to Decision-Makers,« as a useful and systematic elaboration of planning, implementation and evaluation of literacy campaigns, programs and projects. This »Memorandum to Decision-Makers« is reproduced below in full.[2] (See 6.1)

The participants of the Udaipur Seminar proposed that the world community should show both commitment and solidarity and should strive for »Literacy for All by the 2,000.« As an expression for this hope and as call to action for its fulfillment, the Seminar adopted »The Udaipur Literary Declaration« which is also included in this Report. (See 6.2)

1 H. S. Bhola, *Campaigning for Literacy: A Critical Analysis of Some Selected Literacy Campaigns of the 20 th Century, With a Memorandum to Decision-Makers.* (Unesco/ICAE study). Unesco Surveys and Studies; ED-82/WS/67; Paris, May 1982.

2 The bibliography originally appended to the chapter in the Unesco/ICAE study has now been integrated in the longer bibliography included in Appendix E off the present Report.

6.1 Planning, implementing and evaluating literacy campaigns: a Memorandum to decision-makers

One practical purpose of Unesco/ICAE study of select literacy campaigns of the 20th century was to contribute to the development of an international strategy for the eradication of illiteracy world-wide. In the main body of that study, we have presented descriptive-analytical reconstructions of some mass literacy campaigns, articulating in each case the relationships among and between ideology, policy, planning, instructional methodology, and results obtained within each campaign.

It is now time to draw some lessons of direct usefulness to policy makers, planners, administrators and program specialists who may be contemplating to undertake mass literacy campaigns or similar large-scale programs and projects of adult literacy. In so doing, we will, of course, use the rich experiential base represented by the case studies included in the Unesco/ICAE study. But, our analysis will by no means be limited to them. The following discussion will also reflect the experiences of some of the mass literacy campaigns recently completed such as in Nicaragua, and of some still in operation such as in India, Ethiopia, and Kenya. More importantly, we will also use in our analysis and discussion some of the most useful »practical knowledge« about literacy work accumulated over the years by the practitioners in the field; and some of the relevant »theoretical knowledge« systematized and organized under the disciplinary traditions of communication, management, pedagogy and evaluation.

The purpose and scope of the chapter

Before proceedinug any further, the purpose and scope of this memorandum to decision makers should be defined and its possible use put in perspective. We should also identify, howsoever loosely, the decision makers we seek to address in this chapter (and had indeed presumed to address throughout the Unesco/ICAE study).

First, about the decision makers. The decision makers we address are not confined strictly to literacy workers. We have in mind not only literacy planners and specialists, but also educational planners, media specialists, as well as development planners with interest covering many different sectors of deve-

lopment planning. Also, we address a whole array of people in the policy making cultures - policy makers, planners, administrators, program specialists and technicians who must understand each other's roles and must act in concert with each other in the planning and implementation of successful literacy campaigns.

The essential purpose of this memorandum is to present an *idealized* model of how best to plan and implement a mass literacy campaign. The assumption is being made that a theory and a technology of literacy campaigns has now emerged; and that the technology of literacy campaigns can be used by planners and administrators of mass literacy campaigns to increase the proability of success of their campaigns and to improve the instructional, social and economic returns on their campaigns.

A qualification is, however, in order. In presenting a general theory and technology of literacy campaigns, we do *not* presume to offer the one correct way of planning and implementing a mass literacy campaign. In other words, we are not seeking to propose here a set of instructions which must be followed, and followed in one particular order, in the planning and conduct of mass literacy campaigns. In the real world of action, political will and popular mobilization have often more than compensated fot the shortcomings in planning and management. The sheer common sense of practitioners, and their ability to learn from their own experiences, has succeeded where prestigeous groups of linguists, psychologists and pedagogues have stumbled. This, in presenting the ideas that follow, we do not seek to teach a new orthodoxy, but only delineate some ideas that have worked before, elsewhere, and which seem clearly to be full of promise. Indeed, it is our hope that planners, adminstrators and teachers in future literacy campaigns will invent fresh solutions as they face some old problems and some new problems uniquely their own; and will thereby enrich the already available experience.

A general model for the planning and implementation of literacy campaigns

On the basis of the analysis of the literacy campaigns included in the Unesco/ ICAE study (and an examination of other educational and developmental campaigns recently conducted in various parts of the world), it is possible now to propose a theory of the mass literacy campaign.

A campaign to be so called must be an organized large-scale series of activities, intensely focussed on a set of objectives to be achieved within some pre-determined period of time. A campaign suggests urgency and combativeness; it is in the nature of an expedition; it is something of a crusade. Thus, a »literacy cam-

paign« is quite a bit different from a »literacy program« which even though planned, systematic and designed-by-objectives may lack both urgency and passionate fervor. A literacy program may seek to provide a useful service, yet not claim to wage a war on an intolerable social condition. Many of the campaigns described in the Unesco/ICAE study were campaigns-within-campaigns; and some were expanded incrementally over a long period of time. Yet they all had an intensity of purpose expressed in a series of mobilizations and were highly combative in trying to achieve their goals. Their spread over half a century, from the Russian campaign in 1919 to the Somali campaign in 1973, adds to the richness of the comparative analysis and contributes to the generalizability of the model here proposed.

We suggest that a potentially successful mas literacy campaign has to be, at the same time, an »educational« and a »political« event. A useful theory of the mass literacy campaign must, therefore, include dimensions both of *ideology* and *technology*.

The prevailing ideology of a society will, first of all, determine if universal adult literacy is indeed considered *central* to the achievement of overall national developmental goals. Thus, ideology will determine the possibility of the articulation and sustenance of the »political will« to achieve universal literacy in a society – a necessary condition for a successful mass literacy campaign. At another level, the prevailing ideology of the society will reflect a particular »political culture« which, in turn, will determine the organizational-mobilizational and the technological choices that can or cannot be made in the planning and implementation of a mass literacy campaign within a particular society.

The other dimension of the mass literacy campaign is technological. Political will is prior, but technology is the great enabler in the planning and implementation of a successful mass literacy campaign. A general model for the planning and implementation of literacy campaigns is presented below. The basic processes involved are:

- Articulation of the nation's political will
- Temporary institutionalization of the first policy initiative, and later
- Development of a comprehensive policy making and legitimizing organ
- Study and diagnois of preconditions
- General mobilization of the public, and
- Establishment of structures of mass participation
- Development of inter-ministerial and inter-agency structures: (i) administrative, and (ii) technical
- Pre-operational preparation
- Implementation of development and instructional actions
- Evaluation of context, processes and results, and
- Design and establishment of post- literacy programs.

These processes have been organized against a time dimension from time t_1 to time t_8 giving us the outline of a PERT chart as shown on the following three pages.

The various process elements of the model are discussed below in greater detail:

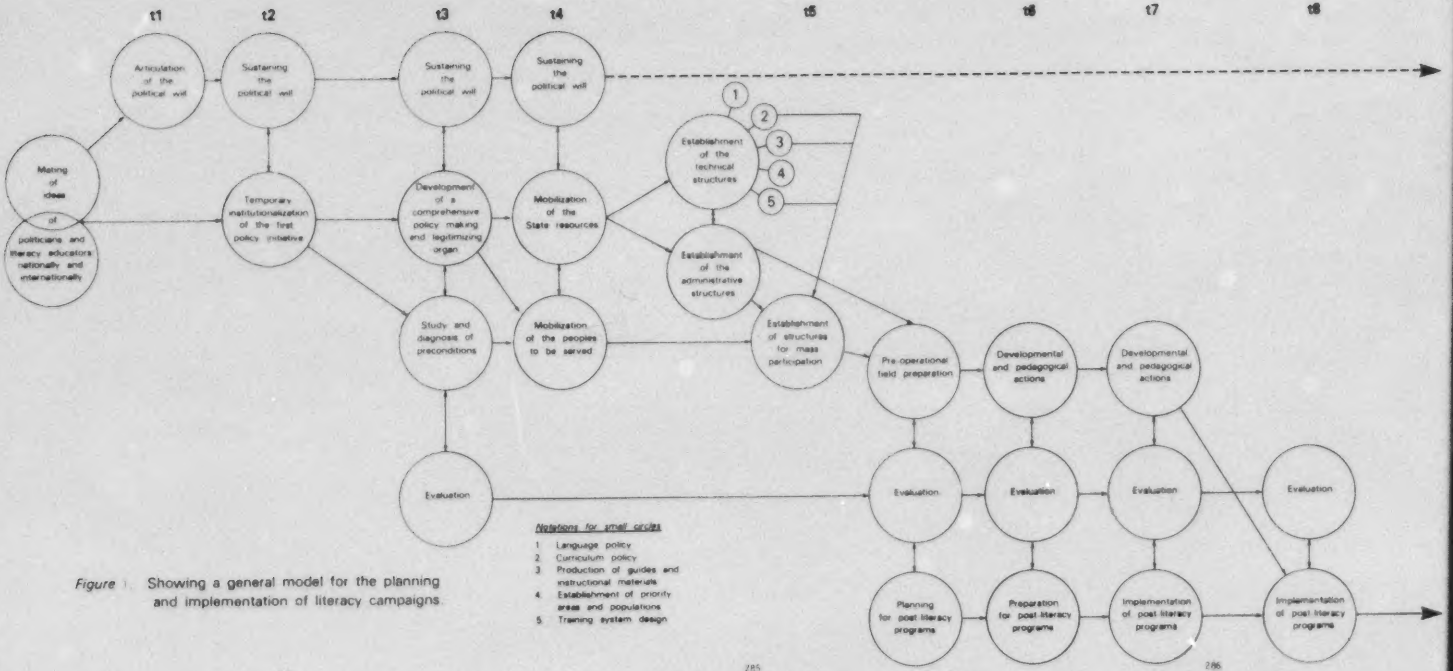


Figure 1. Showing a general model for the planning and implementation of literacy campaigns.

I. *The birth of a mass literacy campaign*

Mass literacy campaigns, typically have been born of ideological commitments on the one hand utilitarian concerns of nation-building and socio-economic development on the other hand. For future literacy campaigns to come about in the developing countries that need such campaigns, there has to be a mating of ideas among politicians, development planners and literacy educators. This mating of ideas can be promoted by bringing political actors, development planners and literacy workers together to some discussion forums under the auspices of multilateral organizations such as Uncesco. The ground does seem fertile. The newly independent countries, all struggling to reconstruct their societies in the post-colonial period of history are, in ideological terms, highly sensitive. Socio-economic development, again, is on the national agendas of almost all of the developing nations of the world today. Unesco's role can be especially fruitful in terms of providing opportunities for discussion, disseminating successful national experiences elsewhere, and diffusion of the newly emerging technology of mass literacy campaigns. The role of the intelligentsia in each country is, of course, significant in preparing the ground for the birth of a national mass literacy campaign.

(a) *The political will – the meaning, the necessity*

Exercise of the human will involves making conscious choices and the resolve in carrying them out. The political will of a society is expressed, similarly, by making clear and conscious choices and by carrying them out with unfaltering determination. It may not be easy to develop an operational definition of political will; and it may not be easy to measure a nation's political will in regard to a particular policy choice at a given time in history. Yet, political will is a useful concept. There is hardly any doubt about its existence or about its central role in successful implementation of policy. One can always sense the existence of political will by listening carefully to the voices of the power elite; and can gauge its strength by weighing the political, institutional and material resources allocated by them to the implementation of a chosen policy.
Political will is a necessary, though not a fully sufficient, condition for a successful mass literacy campaign. Without the clear expression of the political will by a society's power holders, a successful mass literacy campaign is most improbable. A mass literacy campaign will have to be conceived as the moral equivalent of war of the political equivalent of the »Long March« for it to have a chance at all. Without the existence of a superordinate political will, there will always be competitive claims from other development sectors on the scarce

resources of the nation. Literacy workers themselves, caught in their narrow technical visions, will be ready with lists of reasons why a mass literacy campaign is impossible or is at least premature.

The question that should now be asked is: How does the political will of a nation for launching and implementing a mass adult literacy campaign emerge? No simple answer is possible. The expression of the policital will of a nation in regard to a particular policy choice is the productive coming together of a multitude of political forces at a given historical time. What political forces are at play and how those various forces interact with each other will differ from country to country. The agency in control of the initiative to launch a mass literacy campaign may also differ: it may be the state authorities in one case, the Party in another, and a consortium of voluntary agencies in another. Two interrelated observations are, however, in order here. First, the expression of the political will of a nation is almost always rooted in *ideological fervor* prevalent at the time. Second, political will gets crystallized more easily within *mobilizing societies* – societies where the power elite can, without hinderance, set directions and allocate resources; and, through a mixture of persuasion and imposition obtain compliance from the masses. Understandably, socialist and revolutionary societies such as USSR, China, Cuba, Nicaragua, Democratic People's Republic of Korea and Viet Nam have been able to summon and then sustain the political will necessary for launching and implementing successful mass literacy campaigns. However, it must be stated emphatically that the articulation of the political will is not the special preserve of the socialists or of mobilizing states. All societies are capable of »ideological commitment« and can draw upon the cultural, moral, and spiritual resources of their peoples. Again, all societies, including those that use the form and rhetoric of representational democracy, can challenge their peoples to action and can mobilize them around nationally defined issues, without at the same time creating permanent authority structures that commit people to state-determined priorities and objectives.

It should be clear from the preceding that political will can not simply be grafted on to the psyche of a nation. It should be possible, however, for institutions such as Unesco to be influential in contributing to the emergency and articulation of the political will in a society. This would require building convictions among political actors and the development elite in different societies in regard to the possibilities and the promise of literacy campaigns; the mutual sharing of the international experience; and the provision of technical assistance in the actual planning and conduct of mass literacy campaigns during the 1980s.

At a more practical level, literacy workers need to be concerned with the question of *sustaining* the political will of the nation once it has been articulated. This will require the institutionalization of the national concern for the eradication of illiteracy in the form of popular institutions. Both USSR and China offer examples of how the commitment for mass literacy was sustained over the decades through the creation of different anti-illiteracy institutions and by making literacy teaching a part of the agenda of most mass organizations of workers, peasants, women and youth. Brazil is another example of sustaining commitment to literacy through the institutional arrangements formlized as MOBRAL. A second strategy for sustaining the political will is to continue to associate the political elite with the on-going literacy programs through ceremonies and celebrations; and to provide public opportunities to them to renew their commitments to the eradication of illiteracy.

II. *Institutionalization of policy initiatives*

It is important to institutionalize the first policy initiatives for the eradication of illiteracy with a sense of urgency and in an appropriate form. The level of the national response to the problem of illiteracy has to be sound and forceful and it must be seen as such by the general public. Some suggestions follow:

(a) A body such as a »Supreme National Council for the Eradication of Illiteracy« seems necessary to create as part of this institutional response. It should indeed be a *supreme* body, bringing together the top leadership of the land from all the various sectors of the society, in and outside of the government. For the legitimization of the campaign, the most popular and the most powerful leaders of the people must be associated with the Supreme Council. Such a Supreme Council should not be an advisory body that merely makes recommendations to the gevernment. It should be able to lay down policy goals and targets for the government and for semi-government mass organizations with the expectation of their resolutions being fully implemented whatever the difficulties involved.
It should also be a National Council in that it should represent all aspects and sectors of national life - government, army, media, communication, education, agriculture, industry, banking, labor, religion, and culture. This council by reprensenting all aspects and sectors of the nation should be able to make literacy the nation's business. Thus, this council should be seen as an expression of the whole nation and not as a special committee or a technical board pursuing the narrow interests of a special group.

On the other hand, the focus on eradication of illiteracy should be kept clear, certain and unmistakable. While some literacy campaigns have used larger categories such as »national adult education program« or »spare-time schools,« it seems more promising to keep the focus on literacy as direct, explicit and emphatic. A focus on literacy need not mean, of course, teaching of the 3 R's; literacy can and must be defined in more comprehensive curricular terms when programs are actually taken to the communities. On the other hand, the use of a larger category such as adult education, and its operational definition later as a mere literacy program, may seem to the people as the breaking of a promise, a regression, and a failure.

(b) The Supreme National Council for the Eradication of Illiteracy, as here proposed, can and should play an important part in the *conceptualization* of a mass literacy campaign and in *codifying* for the nation its purposes, goals and expectations. It should be important to note that such a Council will need to develop and use two different codifications of the goals and purposes of a mass literacy campaign: one codification for the general masses; and another codification for the functionaries in the secretariats of ministries and government department:

(b.l) *Codification for the masses: the choice of the language of justification*

Literacy planners seem compelled to justify their literacy plans and campaigns in terms of utilitarian, often economic, terms. A review of the literacy campaigns, described in the preceding, seem to suggest that this need not be so. On the contrary, it apperars that policy makers and planners may be better off justifying their literacy plans to the masses in general categories of a cultural revolution; socialization for a new man to handle participative decision making and to use the new tools of production; abolition of class-based social structures; etc. The justification of literacy to the masses in narrow economic terms can in fact be problematic. When literacy is justified to them in economic terms, adults do begin to expect economic returns in terms of a salaried job or cash income as soon as they are finished with their primer! As we know, there is seldom such a direct connection between literacy and income. The relationship is neither always immediate, nor always direct. Literacy, and knowledge acquired subsequently through practice of literacy, may bring returns in terms of physical health, quality of family life, improved production in the field and an increment in selfesteem, but one can not put monetary values on these cavious intangible gains. It is this not just a matter of strategy but of both strategy and good sense to justify literacy in broader terms that relate not to economic return but to individual identities and cultural identities.

(b.2) *Codification for the secretariats: putting literacy in a larger planning perspective*

A different set of codifications should be developed for the secretariats of planning commissions and ministries of the government. Such *technical* codifications should link literacy, at the same time, with development planning, planning of »deveplopment support communication (DCE)« systems and with educational planning. This would require the establishment of linkages between literacy and agriculture, literacy and industrial policy, literacy and new technological and scientific culture, literacy and comminication through the nonprint media, and, finally, literacy of adults and formal education of their children. Such a Supreme National Council for the Eradication of Illiteracy, as proposed here, not only can develop but must enforce these perspectives on those working in the various secretariats of commissions, ministries and departments.

(c) *Clear and uniquivocal goals for the literacy campaign*

While the language of justification of a literacy campaign used with the masses may sometimes be an exercise in generalization (and studied ambiguity), the operational goals of a literacy campaign must be clear, unequivocal and unmistakable. These goals should be understandable only in one way and there should be no scope for misunderstanding and unstated compromise. Indeed, it may be important for literacy campaigns to have goals that are comprehensive and all-inclusive, for example: to make every citizen of the nation above the age of six literate, leaving only the blind, and the seriously ill. Such an operational goal will leave no scope for local compromises which may often mean limited and convenient coverage in the name of establishing functional priorities. Where some economic zones must be given priority or particular occupational or age groupings must be selectively and intensively served, it should be seen as a pragmatic compromise on the way to the final goal.

What it means to be literate should also be made absolutely clear by the Supreme Council. To make every adult learner a winner and yet to give each man and woman a correct view of his or her literacy skills, the Tanzanian example of many levels of literacy may be followed.

Campaigns are not campaigns if they last forever. The definition of a time frame is one of the most important requirements of a successful literacy campaign. It may be four months or it may be five years or ten. A campaign may follow another campaign to complete the work left undone by an earlier cam-

paign. Or a campaign may follow another to build upon the work done by an earlier campaign, for example: the first campaign may be a literacy campaign and the second campaign may be a post-literacy campaign.

III. *Optimal pre-conditions for mass literacy campaigns*

When is a society ripe for a mass adult literacy campaign? What set of pre-conditions must exist for launching a succesful mass adult literacy campaign? What set of pre-conditions might preclude embarking on such a path?
A technician's mind would wish that there were a weighted checklist to provide a social diagnosis of a society with a clear »Go/No go« decision on the botton line as to whether or not a nation should proceed with plans for a mass literacy campaign. A review of the adult literacy campaigns described in the Unesco/ICAE study (and of some other campaigns recently implemented) suggests a somewhat startling conclusion. The conclusion is that the existence of the political will of the leadership and accompanying social energy of the people in a post-independence or a revolutionary era or in a time of hope for the people to move and to reconstruct, is the only pre-condition that must exist for a successful mass literacy campaign. All other conditions in regard to material resources, infrastructures and technology can be seen as enabling conditions which could make things easier but can seldom render a mass literacy campaign impossible.
The preceding assertion is exemplified by the campaigns of Burma, Ethiopia, Nicaragua and Somalia among others who had all declared and implemented mass adult literacy campaigns with extremely scarce material resources. Indeed none of the countries whose campaigns we have studied had great material resources at the time they declared and implemented literacy campaigns. These countries also lacked infrastructures and professional and institutional capacities. Somalia had to use their ministry officials to first teach urban illiterates who would then go into rural areas to teach illiterates in the countryside. School children were pressed into service in Cuba, Somalia and most recently in Nicaragua. Old school books and children's primers were used in many literacy campaigns since new ones, more appropriate to the interests and needs of adults, could not be had. Old newspapers were used by learners to write since fresh paper was not available. Systems of decision making, administration and delivery of services were created as part of the campaigns themselves. Thus campaigns created the infrastructures they needed fot their own success in Burma, Tanzania, Somalia and even in India; and generated the resources they required. The problems of the multiplicity of ethnicities and languages

have not stopped campaigns from being launched successfully. Campaigns have been launched within countries shattered by war, under conditions of tenuous peace, and in economies farthest from »take-off.« Campaigns have been launched when illiteracy was almost universal or also when it was not so high. The only common factor in all these cases was the will to do.

The preceding should not, however, be seen as a pitch against a study of preconditions. The point being made is that it is hard to imagine a set of pre-conditions so severe that the launching of a mass literacy campaign would be out of the question. The study of preconditions, thus, needs to be made not to make a decision as to whether or not to launch a campaign but to generate and collect useful information for effective implementation of the campaign about to be launched. Such a study should include, at least (i) a census of the population to show the number of people to be served by age, sex, ethnicity, language, education, occuaption and, perhaps, by income; and (ii) a comparative study of regions indicating population densities, modes of production, existence or otherwise of infrastructures, and economic possibilities.

These studies do not have to be conducted in some formalized professional mode but may be conducted participatively - and as part of the planning process - with officials, community leaders and the people themselves all participating.

IV. *Mobilization of the masses and mobilization of the state*

A mobilization of the masses and a mobilization of the state have to proceed simultaneously for the success of a mass literacy campaign:

(a) *Mobilization of the masses*

To mobilize means to impel, to organize and to make ready for war. No wonder many of the literacy campaigns described in the Unesco/ICAE study have used the »war theme« in mobilizing the masses for literacy work: they have prepared soldiers of wisdom, put them in uniform, organized them in brigades and given them flags as they have asked them to go and attack the enemy - ignorance, and poverty.

Mass mobilization can be seen as the popular expression of the political will of the leadership. No mass literacy campaign has succeeded or can succeed in the future without mass mobilization. Only the masses, through genuine participation, can make a literacy campaign a mass literacy campaign. The masses

will be learners and the masses will have to be the teachers. More importantly, the people must willingly tax themselves by investing resources through voluntary effort, offers of rent-free facilities and making contributions of both money and materials.

Mass mobilization strategies have to be a combination of (a) the symbolic and (b) the structural. The symbolic strategies, in turn, will involve both the message and the media. The words of the slogans chosen must touch the hearts and souls of the people at that point in their history – serving as epitaphs of the past they are glad to put behind; and as sign-posts for the future that they are clearly aspiring for. The media used should be popular media that people see and view everyday of their lives ranging from bill-boards, leaflets, posters to puppets, theatre, radio, film and TV. The masses should be able to make messages and disseminante those messages. In other words, wherever possible, media should be participatively used.

The structural modes of mass mobilization, again, may involve the management of incentives at one level and the use of social and economic sanction at another level. The patterns of management of incentives and of the application of social sanctions will differ from one society to another. It must be understood, however, that mass mobilization is not simply a matter of a well run publicity campaign.

(b) *Mobilization of the state*

It is important to realize that mobilization is not merely an externally-oriented process. It must involve also the mobilization of personnel and resources internal to the government and the party. The internal mobilization must involve the re-eduction of the functionaries of the government at various levels. It should be clear that the commitment and enthusiasm of functionaries of the government can not be taken for granted. Also, the mobilization of the state resources must cover both administrative/material and intellectual/technical resources in the system. The figure on page 234 seeks to delineate the total mobilization task.

Mobilization, as the figure should indicate, is a comprehensive process that must cover the public versus the private dimension on the one hand, and general (administrative and material) versus the technical dimension on the other hand. The focus on the technical should be particularly taken note of. A successful mass literacy campaign requires both commitment and competence. An effective use of the professional and technical resources available within and outside the government is an important part of the mobilization effort.

Mobilization in its essential essence is a marriage of Utopian imagination and practical strategy, of emotion and intellect. It is a belief in the possibility of success in actualizing a new social order. It is discovering the resources we never thought we had. It is putting old things to new uses. It is a declaration of business unusual. It is rising against all odds. It is to change adversity to advantage. No mass literacy campaign can succeed without effective mobilization.

V. *Establishment of administrative structures for conducting a mass literacy campaign*

The mobilization of the resources of the state, as we have indicated, has to proceed along two dimensions: (a) administrative, and (b) technical. This means that the state has to establish two *parallel* and *integrated* structures - one administrative and another technical. We will, in the following, discuss the administrative structure, first.

In the language of the Burmese literacy campaign, illiteracy can not be removed from among the masses without »organizatinal power.« Organization is important for the implementation of the ideology. Organization is indeed the operational aspect of a nation's will. Without effective organization the nation's will can be easily dissipated; the red-hot commitment can not be forged into an instrument of action.

Formal organization is, of course, neither culture-free nor ahistorical. History determines organizational structures and organizational innovations which subsequently, and inevitably, undergo cultural adaptation. Overriding the local manifestations however, there are certain organizational principles which can be put to use in developing effective administrative systems for successful mass literacy campaigns wherever these might be launched:

1. The elite should have the will and dispatch to change, modify, eliminate and create legal and administrative structures.

2. A harmonious balance should be established between centralized direction and decentralized initiative and implementation.

3. The literacy organization created should not be linked to one ministry or department (such as the ministry of education or department of economic planning, etc.) but should be so placed within government structure that it can demand identification with and support from all the various organs of the state.

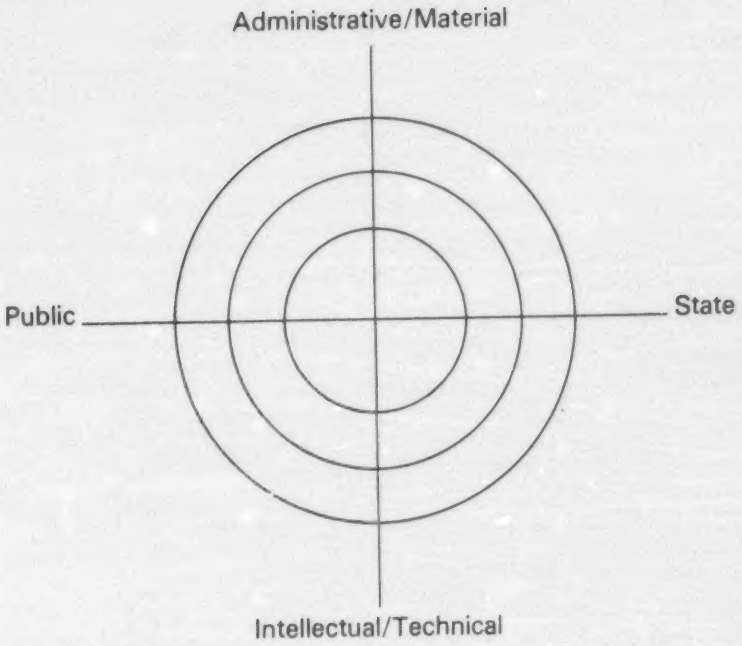


Figure 2. Showing mobilization as a comprehensive process.

4. A mass literacy organization should be created (especially in countries wherein political parties - or the Party - do not play a mobilizational role) to provide opportunities to the people for mass participation.

5. The overall administrative organization of the government should be linked on the one hand with the party organization and on the other hand with the mass organization for literacy both horizontally and vertically.
These various principles are elaborated more fully below:

(a) *Institution building for the right level of response*

The power elite, on their own initiative and on the advice of first level planners, should be ready to make, in the legal and administrative structures, the changes necessary for the implementation of the campaign. This may mean the readiness to take a *utilitarian* view of organizations and to be willing to experiment with different institutional forms. This will also mean experimentation with the design of new roles to undertake instructional functions on the front-line and at other levels of training. This is not to say that literacy organization should always be on the anvil but there should be readiness to experiment and to make changes as experience in the delivery of instruction and services accumulates.
Even more importantly, the literacy organizers should be able to make the right level of response to the needs of the campaign in organizational terms. The worst enemies of a literacy campaign may be the organizers of the campaign themselves. They may not dream big, may not think big enough and may make organizational responses which are completely inadequate to the real needs of the campaign. A literacy campaign, it must be understood, is not one more file or a dossier in the central ministry. It is not a matter of transfering half a dozen people to a new unit or section within the existing bureaucracy. The campaign may indeed require manpower that may add up to more than the total strength of the ministry that brough it about. It is thus asolutely necessary that the organizers of literacy campaigns have the right organizational aspirations to be able to do the job assigned to them.

(b) *Centralization versus decentralization*

A national campaign must have a national direction from the center. But no national campaign can be successfully implemented under a national com-

mand. The center should envision, inspire, demand, and enable but without extinguishing local initiative and the local need for adaptations. The implementation decisions - both administrative and curricular - should be left to local workers. This arrangement, sometimes characterized as democratic centralism, seems to be an important principle of management for mass adult literacy campaigns.

(c) *Location of literacy organization within the overall structure of the government*

The government autority for the organization of the mass literacy campaign must not be »limited« by assigning the campaign to one governmental ministry of department - a ministry of education or a ministry of social welfare, for example. The campaign administration should be placed in the president's office (or in the office of the prime minister) or another similar over-arching administrative unit such as the planning commission. In addition, temporary systems such as inter-ministerial and inter-departmental commissions must be created for a national coordination of effort by bringing together all the various ministries and agencies of the government as well as public voluntary effort.

(d) *Linkage of administrative organization with the political and the popular organization*

The literacy campaign organization must be linked with the political organization of the party (or parties) as also with the popular organization of the people. Governments should avoid employing literacy teachers and supervisors as civil servants to carry out the campaign. A literacy movement can not be handled by career-oriented, rule-ridden, hierarchy-conscious civil servants. Literacy work can best be handled by political parties and voluntary organizations. This is so because party cadres and voluntary workers are easy to employ, to deploy and to separate, without the encumberance of rules of travel allowances, night halts, salary raises and severance payments. Most importantly, a successful literacy campaign will require ideological energy which bureaucracies can not supply but which party cadres and voluntary associations typically can.
Finally, the organization of the system of action must be interfaced with the popular organization of client groups. The illiterate adults and local leadership should be organized from the village and community up to the highest levels

and interfaces must be built between the people's leadership and the corporate leadership for the literacy campaign.

(e) *Vertical and horizontal integrations*

The three streams of government, party and popular literacy organization (sometimes the party and popular organization may be combined into the same one stream) must be both vertically and horizontally integrated. (See figure on next page.) A system of committees will have to be used for this dual integration. On the one hand, these committees will have to bring together different representatives of the government, the party and the people; and, on the other hand, these committees will have to coordinate different levels of decision making.

With these comments, we now move to a discussion of the technical system that should be established for the effective conduct of a mass adult literacy campaign.

VI. *Establishment of technical structures for conducting a mass literacy campaign*

A successful literacy campaign is not merely a matter of administrative organization, it is also a matter of technical organization and decision-making. The following elements must be elaborated and embedded into the technical organization for successful implementation of a mass adult literacy campaign:

1. Decision on a clear-cut language policy.
2. Setting up of unambiguous goals in regard to the coverage of populations and priorities in regard to participant groups.
3. Well-defined curricular goals with clear demarcations between the national needs and local community needs.
4. Development and production of materials for the teaching of reading and writing and of related materials for teaching of functional skills.
5. Training of functionaries and orientation of those collaborating with the program.
6. Establishment of coalitions with institutions of formal and nonformal education, development support communication (DSC) systems, and research and development agencies in the field of education.
7. Planning of follow-up and continuing education programs.
8. Evaluation and information management systems (MIS).

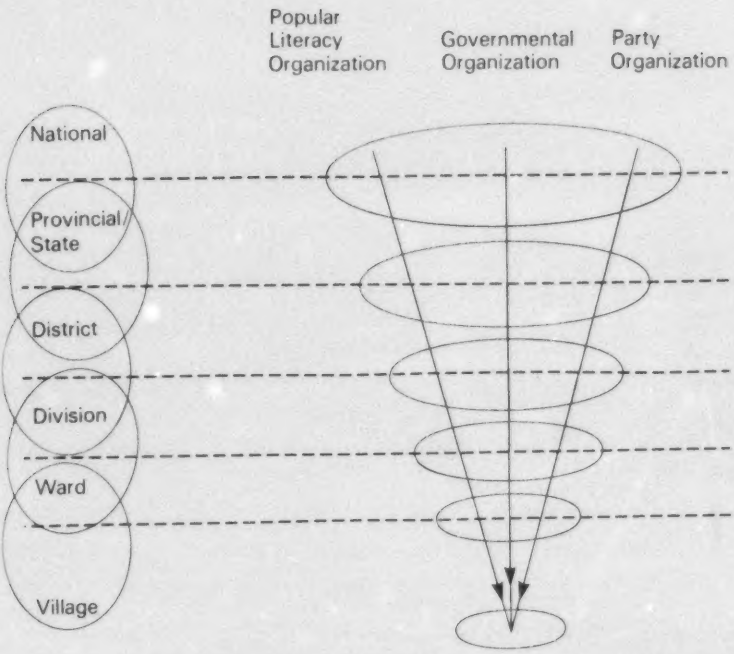


Figure 3. Showing the needs for vertical and horizontal integration of administration for the launching and conduct of a successful mass adult literacy campaign

The technical organization of the campaign could be seen as separate and distinct from the administrative organization of the campaign only for analytical purposes and for purposes of planning. However, the two organizations will have to intersect at many levels and at many different points and in some cases will merge into a single process of delivery of services. Each of the eight points listed above is discussed below in detail:

(a) *The need for a clear-cut language policy*

A clear-cut language policy will have significant implications for the technical system estalished for a mass literacy campaign.

Language is clearly the most significant expression of a culture; and a rejection of the language of a culture or a sub-culture is often viewed by the culture or sub-culture as its own rejection, an attack on its identity and its being. But language is not merely a matter of cultural identity, it is also a matter of economics and politics. In the modern world of the nation-state based on science and technology and bureaucracy, one must know the language of politics for sharing of power and the language of the economy for participation in the economic system. Literacy in a language other than the national language may doom one to a limited and parochial and marginal existence.

It is impossible to write a general prescription for the content of language policy for all Third World countries because each will present a unique cultural and political situation. One language as the »language of literacy« has contributed to the success of mass literacy campaigns as in Burma, China, Cuba, Tanzania and Somalia, to name a few. But there is nothing sacred about one language of literacy. A nation may be genuinely multi-lingual such as India where some fourteen languages are spoken, by millions of people in each case, and where each language has a history of literature and thought going back over hundreds of years – in some cases over thousands of years. On the other hand, having many different languages of literacy may not necessarily mean a policy of cultural pluralism but an admission of failure to manage the politics of language in a country.

The only suggestion that can be made to policy makers in regard to language policy is that they face the question of language of literacy squarely and honestly. In Bolivia, for many many years, the power elite based their language policies on the presumption that everybody in Bolivia understood and spoke Spanish when this was not the case at all. Indeed, most people did not either speak or understand Spanish but used one of the two Indian languages – Aymara or Quechua. Such presumptions on the part of policy makers can, of

course, be fatal to a mass literacy campaign. In Tanzania, it was possible to make the decision to have Kiswahili as the national language and as the language of literacy instead of artificially strenghtening the 150 or more tribal languages spoken in Tanzania on the eve of their independence. Such decisions should be made where they can be made. There there is a situation of many local languages out of which one language is chosen as the language of literacy (or even a foreign metropolitan language is chosen as the language of literacy), clear strategies must be laid down about teaching literacy in the mother tongue and about later shift to the national language.

(b) *Unambiguous goals regarding choice of clients and coverage*

A national adult literacy campaign is by definition a mass campaign. However, the definition of the masses can shift from country to country. In some countries, masses may be defined to include only the labor force in a so-called productive age group: 15–35 or 18–45 or some such other. In some countries, the masses may exclude children below 13 years old since they may be seen as the clients of the formal school systems; but in some countries children as young as 5 or 6 years old may also be covered to compensate for the lack of provision of formal schooling.
Absolute goals for literacy campaigns (such as to leave no one illiterate except the sick and the blind) are most helpful. These kinds of goals leave no psychological outs for planners and implementers; and yet priorities and phases can be accommodated within these mass campaigns with absolute ultimate goals.

(c) *Definition of curricular goals; a dialectic between national visions and local community needs*

Various curricular issues will be involed in the execution of a mass literacy campaign. First, and most importantly, there is the issue of nationally determined needs and the community determined needs. Both are, of course, important. We can not wish the nation-state away; it exists. It is absurd to try to dismiss the national visions of the leadership as arrogant and unjust impositions. On the other hand, individuals and communities can not be mere pawns of the games the elite play. The people must participate in the design of their own destinies; they must have a voice in changing their world. This can be made possible only through a dialectic between the national and the local; between the visions of the central leadership and the felt needs of the local com-

munities. Through a process of needs assessment and needs negotiation, national visions must be re-invented in local settings.
Secondly, there is the issue of the »soul« of the curriculum. Should the curriculum chosen be a curriculum for conscientization; a curriculum for problem-solving; or should it be a bread and butter curriculum based on economic and life skills. A related curricular issue is one of integration with economic and social functions. Finally, there is the question of levels of literacy and its equivalence with elementary school education.
If a literacy campaign requires more than the teaching of the 3 R's (and most often it will), the literacy workers will have to collaborate with other ministries, departments, media and extension workers to develop a division of labor for carrying out the total curricular load.

(d) *Production of training and teaching material*

We have already pointed to the twin role of ideology and organization in the success of mass literacy campaign. By implication, the essential role of mobilization-motivation in the process of teaching literacy should be also quite clear. When high motivation to learn exists, methodology of teaching and writing materials is rendered marginal. In other words, highly motivated individuals can learn to read even from indifferently written reading materials. But while methodology may be marginal, it does not mean that we should not write the best materials we know how. Linguists, reading teachers, literacy and adult educators, graphic artists should get together in teams to write basic reading materials as they have done in Tanzania.
The problem of writing materials must be defined in dual terms of writing materials for *learners* and writing materials for *teachers*. Especially, when untrained or hastily trained monitors are to be used to conduct learner groups, the need to develop appropriate materials for teachers in the form of guidebooks and discussion plans becomes one of paramount importance.
Uses of literacy primers have varied from one mass literacy campaign to another. Many national literacy campaigns have used one single primer for the whole country, Burma, Brazil, Cuba, Somalia, among them. USSR used more than one »national« primer. Tanzania is perhaps the solitary example of many different primers, all in one language, but each differentiated in regard to the occupational groups – cotton farmers, fishermen, banana farmers, cattle raisers, coffee growers, housewives, etc. India has used primers differentiated both in terms of occupations and the language of literacy.

It is important to note that a typical first primer can not teach retainable literacy. The first primer must be followed by suitably graded readers. Where different primers are used for different occupations, but using the same language, the same set of graded books can be used as follows:

Primer	Graded Books	
P_1	G_1	G_2
P_2	G_1	G_2
P_3	G_1	G_2

If one primer is used for the whole country, naturally the themes it selects will have to have national orientation and it might be centrally produced. Where different regional and occupational differentiations are to be reflected, primers may be best produced by teams closest to the situation of special learner groups. While there has been some discussion in literature in regard to the learner designed primers, no mass literacy campaign seems to have gone that route.

(e) *Training of teachers and supervisors and orientation of organizers and administrators*

While it is certainly unnecessary to unduly mystify literacy teaching, the need for appropriate training of teachers and supervisors and orientation of functionaries of a mass literacy campaign should not be overlooked either. Formal training should be provided for literacy teachers and supervisors. At the same time, administrators and organizers of the mass literacy campaigns will need to be provided continuous orientation to the program in more or less nonformal settings of committees and discussion panels.

The content of training of literacy teachers has varied from one campaign to another. Some campaigns provided hardly any training at all to their literacy teachers. Where »mobilization« was an important consideration, training of teachers was seen as new socialization: the training had a strong ideological content; and literacy training meant political education of the teachers with an opportunity for them to become familiar with the teaching and learning materials. In some other campaigns training has been defined more formally as »professional capacitation for a role« and has included teaching of adult psy-

chology, teaching of reading and writing, class organization and similar topics. In countries where a more formal definition of training was used, it has been possible to make use of electronic media such as radio and TV in the training of large numbers of literacy teachers on tight time schedules.

Teachers have been drawn from different pools of manpower. The campaigns of Cuba, Somalia and Nicaragua were able to close schools for several months to deploy students as teachers of illiterates and thus to eradicate illiteracy from their midst in one big effort. Typically volunteers have been used from the population - primary school teachers, school leavers, literate farmers and workers, retired civil and army officers, young people on national service and religious people.

The best training approach seems to include a 10-day workshop (that provides some teaching experience in real or simulated conditions), supplemented by one-day-long, once-a-month refresher courses. It is also important that the whole process of administration and supervision itself becomes a continuous training process for the functionaries of the campaign.

(f) *Institutional coalitions and professional collaborations*

The campaign administration must establish coalitions and collaborations with three types of institutions: (1) institutions of higher education and centers of research; (2) institutions of nonformal education such as family planning, cooperative alliance, etc., etc.; and (3) media institutions such as TV, radio, press and the publicity organs of the government.

The institutions of higher education and research must conduct the needed basic and applied research needed by the campaign organizers in the implementation of their campaigns. Some, though not all, of the training responsibilities must also be assumed by these institutions. As we have indicated earlier, the campaign can not and should not carry the whole curricular burden for the mass education of the people. Other nonformal education and extension services must play their part. Finally, the media of development support communication should play their part to supplement and support the objectives of the campaign. The Tanzanian development campaigns over the radio provide an excellent model to follow.

(g) *Post-literacy and continuing education programs*

The effects of a mass literacy campaign may disappear like a river in the desert sands unless a systematic post-literacy and continuing education program is

established and a »literate environment« is created in which the effects of such a program can be sustained. These programs should be institutionalized so that they have the chance to last on a long-term basis. Multi-purpose centers such as learning resource centers (LRC's) may be used to provide new literates with opportunities and a setting in which to continue their education and to enhance their social and enconomic mobility.

(h) *Evaluation and information for management*

An evaluation unit should be established early in the life of a program as soon as the processes of conceptualization and planning begin. But evaluation should not be something which is done only by the evaluation unit. It should be everybody's business. For this to happen the evaluation responsibilities of each and everyone of the people working on the campaign will have to be clarified and made concrete in terms of what information will be collected, when, and in what form it will be collected and collated. Such information will have to become part of a well conceptualized management information system (MIS).

As we have indicated in the beginning, successful mass literacy campaigns are an intricate calculus of both ideology and technology. Thus, they require a genuine partnership between the politician and the professional. It is our hope that the ideas presented above will be found useful by both, as they undertake the task of eradicating illiteracy world-wide.

6.2 The Udaipur Literacy Declaration

Recognizing that literacy is a decisive factor in the liberation of individuals from ignorance and exploitation and in the development of society.
Conscious of the need to arouse awareness, nationally and internationally, that the struggle against illiteracy can be won, to demonstrate solidarity with those working on behalf of the thousand million adult illiterates in the world, and to vigorously mobilize the resources and will to eradicate illiteracy before the end of this century. We representatives of national literacy programs from Africa, Asia and Latin America, representatives of internatinal organizations, and adult educators from all parts of the world, assembled in Udaipur, India, from 4 to 11 January, 1982, to draw and apply the lessons deriving from campaigns for literacy in many countries,
Hereby adopt this Declaration as a testament of our commitment to the quest for a world in which human dignity, peace, freedom from exploitation and oppression are shared by all.

THE DECLARATION

1. One out of every four adults in the world cannot read or write, victims of the discrimination, oppression and indignity that illiteracy breeds. And yet, the clear lessons from efforts in many countries is that nationally motivated mass campiagns can banish illiteracy regardless of the adversity of conditions a country faces.

2. The magnitude of the problem in many countries calls for massive efforts. Only specific campaigns with clearly-defined targets can create the sense of urgency, mobilize popular support and marshall all possible resources to sustain mass action, continuity and followup.

3. It is not enough merely to teach skills linked to general economic development if the poorer classes remain as exploited and disadvantaged as before. A literacy campaign must be seen as a necessary part of a national strategy for overcoming poverty and injustice. A realistic campaign focuses on levels of skills and knowledge achieved, rather than on mere numerical enrollment, and takes into account cultural, geographic and linguistic issues.

4. A literacy campaign is a potent and vivid symbol of a nation's struggle for development and commitmet to a just society. It creates a critical awareness among people about their own situation and about their possibilities to change and improve their lives.

5. An effective literacy campaign is part of a comprehensive and continuing effort to raise the level of basic eduaction of women and men. These efforts include universal primary education, post-literacy activities and opportunities for adult education - all of which are necessary components of a true and lasting learning society.

6. The participation of disadvantaged groups that historically have remained subjugated and marginal, especially women, demands the priority of special attention. The identification of groups that may reqire different approaches, such as out-of-school youth, is essential.

7. Legislative measures and resolutions should reflect a national sense of urgency, define the order or priorities attached to the elimination of illiteracy, and set out the responsibilities and rights of citizens in taking part in the campaign and carrying out its priorities.

8. National popular resolve sustains the political, legislative and administrative measures needed to support the campaign and raises it above partisan politics and changes in political viewpoints and personalities.

9. While societies in the midst of profound and structural changes find a favorable climate for successfull campaigns, all societies, irrespective of political systems, can activate forces for change and create a supportive political environment.

10. Literacy campaigns succeed and realize their liberating and development potential when there are avenues for popular participation in all phases. Participation can be gained through ensuring that all levels and sectors of government take a leadership role in the campaign and that the full range of voluntary and people-based organizations are partners in mobilizing citizens and resources.

11. Decentralized sharing of responsibility and decision-making in the administrative structure creates both participation and responsibility. Decentralization also implies that central authorities have well-planned roles in policy-making and supportive actions. Clear delineation of responsibilities at differ-

ent levels means that planning and implementation decisions can be taken close to where the campaign operates.

12. It is desirable to establish equivalence of literacy and post-literacy activities with formal education and to make appropriate linkages with other education work and with such cultural expressions as folk media and the arts.

13. The resources of modern communication and information technology are to be brought to bear on both the creation of a national sense of purpose and on the implementation of the campaign.

14. Research and experimentation are to be directed at improving the pedagogy of the acquisition of literacy skills and at reducing to a minimum the time and effort needed to acquire these skills. Participants should be involved every stage of monitoring and assessment.

15. Efforts have to be made to mobilize private, voluntary and community resources, both in cash and in services rendered. But effective national campaigns also require a significant allocation of state resources commensurate with the priority attached to the elimination of illiteracy.

16. The eradication of illiteracy is the responsibility of every citizen – leaders and people. Literacy work symbolizes in a powerful way the unity and solidarity of individuals and groups within a country and offers people from all walks of life the opportunity to help others learn and to widen their horizons.

17. In a divided world, where understanding and co-operation often appear as elusive and intangible, the moral imperative of the eradication of illiterary can unite countries in the sharing of knowledge and in a common and achievable goal.

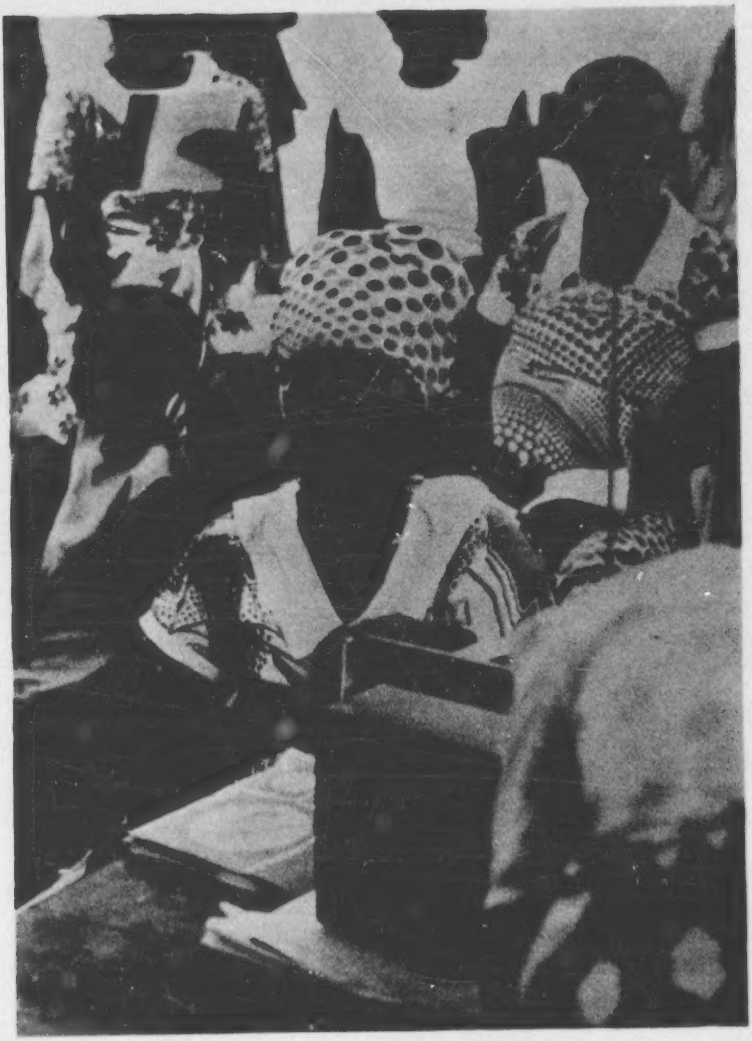
18. Renewed dedication and effort at the national, regional and international level is required to overcome the intolerable situation in which hundreds of millions of people find themselves. The planetary dimensions and the unjust social and human implications of illiteracy challenge the conscience of the world.

In consequence of the above, and bearing in mind that the United Nations Third Development Decade has specified the elimination of illiteracy as an essential strategy in the struggle against poverty and inequity,

We call upon the United Nations and its agencies and organizations, and particularly UNESCO, to take the necessary action to declare a World Literacy Year as a concrete step in our common goal of achieving a Literate World by the Year 2000.

Udaipur, India
Janury 11, 1982

III. POSTCRIPTS



A radio learning group

7. Transfer of experience, plans and prospects

Events such as the International Seminar on Campaigning for Literacy held in Udaipur, India during January 4–11, 1982 are meant to be both instructional and influential. Instructional aspects of workshops and seminars are somewhat easier to plan and to get feedback on. The influence of such events, however, works in subtle and complex ways; and claims of influence, in behalf of a seminar such as the Udaipur Seminar, are hard to make and sustain.

Summative evaluation:

a mix of education and inspiration

A summative evaluation of the seminar was conducted on the last day before departure. We let the participants speak:

»Thank you for a very useful and most important event I have had the honor to attend. The program was perfect; all topics dealing with the problem of illiteracy were fully discussed which is really excellent; it gives a chance for exchange of experience. We go back with a new spirit of dedication to the fight against illiteracy. My report to the Council of Ministers shall be elaborate and revolutionary and create a new impetus among the ministries. Thanks.«

»It surpassed my expectation. The Declaration will serve all those involved in adult education and literacy to solicit commitment and allocation of funds for their programs.«

»I think the seminar was useful to all, specially to those countries yet fighting against illiteracy. Many experiences were learned and each of the participants now have a wide range of examples to make the best selection of ways, techniques and approaches, according to their own needs, interests and characteristics in the concrete social, and economic stage of development they are in, to run successful literacy campaigns and further programs for adult education. I wish more time had been devoted to the case studies.«

»The Seminar was successful. It was well-organized and administered. The only problem I saw was that the time for deliberation in each country study was too short. Details could not be discussed adequately. Of course, group discussions were held, which gave a better chance of discussion on eight case studies whereas the other papers were not adequately discussed. Technical details would have helped in learning the real experiences of other countries.«

»I like to make the following points:
1. The seminar was conducted in a very suitable environment (Seva Mandir).
2. The course content (case studies) were of very great value. These were used in the way that served the purpose – critical study and analysis – and, therefore, were found of much value to all those both of similar political situations, as well as all others, by contrasting the various situations in our discussions.
3. The resolutions are considered of great value and will be of considerable impetus to us on our return and in our attempt to do literacy work.
4. The seminar exercises brought home consciousness that literacy is a serious world problem and should, therefore, be approached with concrete effort as part of a national program and in the form of a campaign.
5. The seminar has been of a very great value and of much significance for me.«

»The exchange of experiences has had a hundred percent coverage. Personally, I have found the information discussion very useful. Hence for me the seminar has been a success. The organization and administration of the seminar has also been excellent.«

»Well prepared basic document by Dr. Bhola but inadequte focus and discussion during the Seminar on the issues raised in the document. In general, the technical guidance to the seminar was pushed to the background in trying to save time. Case study experience was the most enlightening part of the deliberations. In terms of the logistics, the seminar was a well-organized affair.«

»I am of the view that this seminar has been a huge success. The planning was good and all discussions were frank.«

»This seminar has been a success because all countries were highly appreciative of the content which reflected interests of all countries, irrespective of social ideology. The vigor and enthusiasm that was demonstrated by all participants and hosts has demonstrated that the seminar has been a success not only in accelerating the fight against illiteracy but in promoting solidarity to build a new world community.«

»My views are:
(1) The content seemed relevant and appropriate.
(2) I particularly liked the variations in methods in conducting the seminar, especially in insisting that member delegations sit together and produce a national statement of what they intend to do on getting back home.
(3) The lenght of the workshop was adequate and the participants were of the right (appropriate) quality.
(4) It is necessary that efforts be made to have more women participants in such seminars.«

»My comments:
(1) This is one of the best seminars I have attended: most carefully planned, most earnestly conducted, and task-oriented.
(2) Only, the Declaration of Resolutions should allow for flexibility for every country to take advantage of it without being afraid of being pushed forward.«

»I feel that the seminar was quite successful and very informative in content. We have learnt not only from the case studies but from country reports and exchanges. The contents of the seminar led to the formulation of very meaningful resolutions which I hope will stimulate international commitment to the eradication fo the illiteracy.«

»The seminar was very valuable and informative. The seminar has helped to clarify some of the concepts that were not clear to some of us. The opportunity of interacting with other colleagues from different social, cultural, historical and sociological milieux has added rich insights to the strategies we might adapt in our country.«

»I believe the seminar addressed itself to pertinent issues related to its theme and, consequently, achieved its objective of arousing interest and the spirit of re-dedication to the effort of fighting against illiteracy.«

The impact of Udaipur Seminar:

some direct, some circuitous connections

As was indicated earlier, the influence of events such as the International Seminar on Campaigning for Literacy works through in subtle and complex ways. In correspondence with participants since the Seminar in January 1982, and in conversations with them in international meetings where we met again, it was indicated that since, and perhaps because of Udaipur Seminar, the following have been reported:

1. Botswana's plans for a nationwide literacy program are in full swing.
2. Zimbabwe plans to take off in 1983 on a literacy campaign.
3. Nigeria has started its literacy campaign as of 6 October 1982
4. Malawi is to establish a National Council for Adult Eduaction.
5. African ministers responsible for Education and Economic Planning, meeting in Harare, July 1982. put major emphasis on literacy as a vital vehicle for development.
6. Sudan in reviewing its literacy program, established a new coordinating council: National Council for Adult Literacy.
7. UIE, Hamburg pursued its commitment to literacy and post-literacy in the Third World through:
   - Nairobi Seminar on learning strategies, August 1982
   - Plans for a seminar in Asia before the end of 1982
   - Plans for a seminar in Latin America in August 1983

8. Kenya's review of its administrative procedures in literacy, September 1982.

Three of the participating countries - India, Botswana and Zambia - provided more detailed statements[1] on the impact of the Udaipur Seminar on their country programs that should be of interest to readers of this report:

India

1. Before I describe the specific gains from the Udaipur Seminar for India, it is important to highlight certain special characteristics of the Udaipur Seminar:
   a) Although this Seminar was sponsored by voluntary agencies, the response from Governments was indeed very heartening. The participants were usually those who had a hand in decision-making in their countries.
   b) Discussions in the Seminar enabled many participants to identify areas of deficiency in their program, and if a program was to be launched what type of preparation would be needed.
   c) It provided excellent opportunities to analyze the programs of other countries and learn from each others experience.
   d) An informal discussion revealed that many participants evaluated their own programs informally and either it gave them confidence that they were on the right track or it provided a necessary corrective at the right moment.

As far as India is concerned, we utilized this opportunity to provide exposure to several key-level officers at the national and state levels to the various happenings in the field of literacy. As a result of this experience the commitment of several key-level officers was deepened for literacy. Those officers who had some doubts about the urgency of our program were converted in favor of the program.

Nearly 20 senior officers of state/central government and from voluntary agencies in India participated in this Seminar. The Indian group in fact acted as a seminar within the seminar to chalk out the future strategy of the literacy program in the country. It was for the first time that we looked at our own program in terms of future priorities, after the newly elected government took over the administration of the country. The Union Eduaction Minister and Chief Minister of a very important state in India made official statements about the importance of this program during the Seminar, thus, providing an occasion to consolidate thinking for launching it in a systematic and b.g way again.

The Indian Parliament discussed the Udaipur Seminar and its follow-up through a question by a member of the Parliament. These discussions in the Parliament provided the government another opportunity to state its commitment to the Indian Adult Liter-

1 The statement on India was made by D.V. Sharma; on Botswana by Isafi Woto; and on Zambia by M.L. Imakando, all participants of the Udiapur Seminar.

acy Program. The objectives of the Literacy Seminar of Udaipur and its Declaration were placed on the table of the Parliament.
Portion of the basic document, *Campaigning for Literacy*, are being translated into other Indian languages and its content is being widely disseminated among middle-level workers. Similarly, the Udaipur Declaration has been translated into several Indian languages and widely disseminated through journals and newsletters of central and state agencies.
It should not be forgotten that India has 30 percent illiterates of the world and the Udaipur Seminar has made a positve contribution to the strengthening of adult education program in India.

BOTSWANA

The Udaipur Seminar influenced the Botswana Literacy program in important ways:

1. The Minister of Education who attended the Seminar later felt more committed to the program.
2. The Minister took upon himself the responsibility to persuade the Directorate of Personnel to release vacancies for literacy workers and to further make appointments with minimum delay.
3. The Declaration of Udaipur created further motivation among the Botswana policy makers and implementors in that announcements were later made on when Botswana intends to get rid of illiteracy.
4. Through the influence of the Minister, the Botswana Program has received popularity in the country through speeches by Members of Parliament during their tours of the country.
5. The Botswana Program presently enjoys the privilege of exemptions from budget cuts which have affected all government departments. It is further having the privilege of purchasing vehicles beyond the dictated ministerial ceilings.

ZAMBIA

The major advantage, the participants from Zambia gained from the Udaipur Seminar was the understanding that a campaign to reduce illiteracy is possible even if the country may have little resources, if there is political will and commitment on the part of the workers. To this end the Department of Social Development in Zambia will mount a workshop on evaluation during 1983 between March and May, and this workshop will last ten days, and will be attended by staff from the ministries and voluntary organizations which have something to do with basic education.
The purpose of the workshop will be to evaluate what should be contained in the Primer which will be used in the campaign. The content needed is one which will contain information which each ministry and organization which will take part in implementing the campaign, feels is benefical to its extension activities.

Informal discussions have already been done with all those who will be involved and now that funds to launch the evaluation workshop will be made available by D.V.V. the Department of Social Development will need consultancy and adivsory services from DSE, by providing Professor H.S. Bhola to provide the assistance the organizers will need. Plans are underway to convene a meeting which will look into the preparatory management needed before the workshop begins.

After Udaipur what?

Some future hopes and plans

Irrespective of other claims made in behalf of the Internatonal Seminar on Campaigning for Literacy, one thing can be stated with absolute certitude. The Udaipur Seminar was not an isolated, idiosyncratic event. It had both a history, and a future. It built on what hat gone before and there are considerable hopes and plans built upon it for the immediate future. The Udaipur Seminar is thus an important rung in the ladder for the promotion of universal literacy.

An international seminar on the subject of organization and evaluation of literacy campaigns is already planned by the International Institute for Educational Planning of Unesco to be held in Madras, India during December, 1982. This IIEP seminar will take in view the Unesco/ICAE study, *Campaigning for Literacy*, as well as on the deliberations of the Udaipur Seminar.

The German Foundation for International Development (DSE) has planned an International Seminar on »Cooperating for Literacy« during October 16–20, 1983, in West Berlin, to review systematically the experience of participating countries with new campaigns for literacy in Asia and Africa; and to develop further strategies for literacy promotion world-wide, within the framework of tested theory and successful practice.

There are hopes that seminars on the subject of campaigning for literacy will be possible for the French-speaking and Spanish-speaking countries; that there will be further dialog on the organization and evaluation of literacy campaigns; and that literacy seminars and conferences on special themes (such as materials production, training, post-literacy) will pay special attention to »literacy by campaigns.«

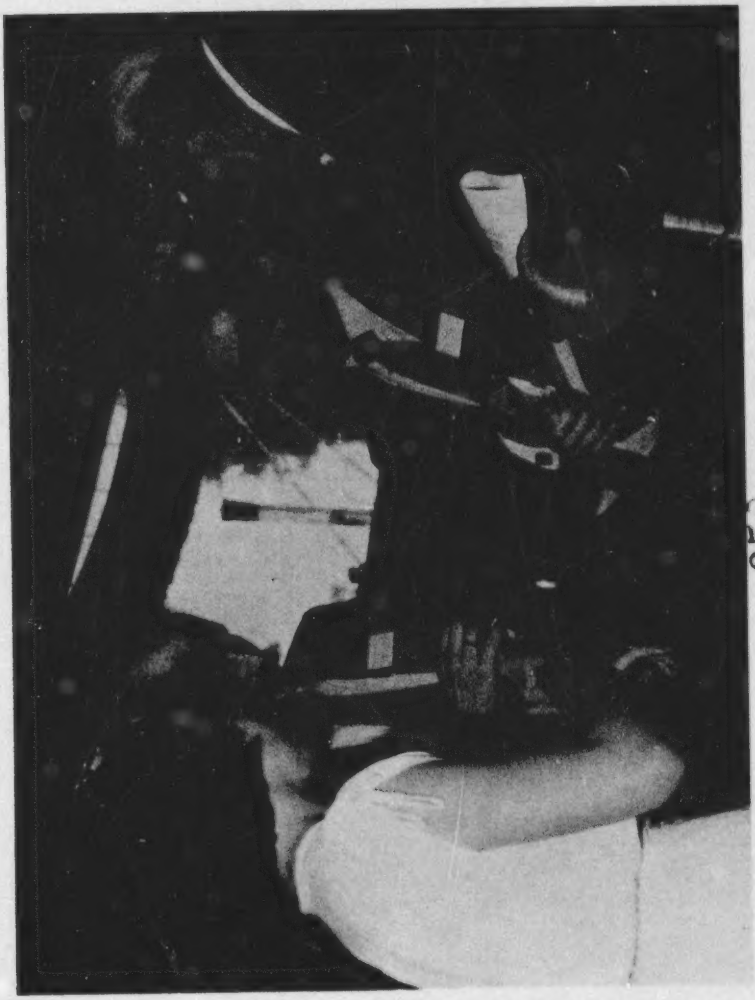
International cooperation in literacy promotion

The Udaipur Semiar repeatedly pointed to the need for solidartity among nations – the literate and the pre-literate, the rich and the poor – if illiteracy was

to be fully and finally eradicated from the globe. The rich nations who are also literate could challenge and inspire the poor and the illiterate. They could serve as models, and by organizing conferences, seminars and meetings could continue and expand the dialog and the exchange of experience. Again, the literate nations who are also rich could transfer to the poor some much needed resources such as paper, printing equipment, motorized vehicles, audio-visual equipment, broadcasting facilities and, in some cases, start-up funds to embark upon mass campaigns.

Unesco in its Draft Medium Term Plan for 1984–89 has committed itself to the intensification of the struggle against illiteracy and has called upon the international community to work together toward the total eradication of illiteracy. The German Foundation for International Development on its part will continue at one level to promote the dialog among literacy planners and workers the world over so that responsive strategies may be developed to suit the historical moment, and successes and failures be systematically reviewed. At another level, the DSE will continue regional and national training seminars in English-speaking Africa so that those who are engaged in the difficult task of literacy promotion may do a little better and draw greater satisfaction from what they are doing.

IV. APPENDIXES



253

Trying to be in time
The German group with Dr. Mohan Sinha Metha, President, SEVA MANDIR
from left to right
Ms Angelika Josten, German Foundation
Mr. Rudolf Bindig, M.P.
Dr. Josef Müller, German Foundation

Appendix A

Participating organizations

A(1) German Foundation for International Development (DSE)

The German Foundation for International Development (DSE) was founded in 1959 and charged with the task of fostering relations between the Federal Republic of Germany and other countries on the basis of a mutual exchange of views and experiences in the field of development policy. DSE discharges this satutory function within the framework of Federal German technical assistance aimed at supporting the economic, social, and cultural advancement of developing countries in Africa, Asia, and Latin America.

In collaboration with national and international partner organizations at home and abroad, DSE has been conducting for over 20 years now program events enabling managerial personnel and specialists from over 100 countries of the Third World to engage in an exchange of views and experiences on problems and aspects of international development or undergo advanced training relevant to their professional tasks.

DSE program events take the following form:

- conferences, meetings, seminars, symposia, expert consultations and panels, serving the exchange of experiences at natioal and international level, and usually of short duration;
- training courses for specialists and, above all, managerial personnel of Third World Countries; and
- colloquia for German experts who are actively engaged in the field of development policy in one form or another.

In accordance with the development concept of the German Federal Government the areas of priority of DSE's work program are as follows: improving the planning and organization capability of developing countries in the fiels of administration, business and industry, and education; combating unemployment and underemployment; improving the infrastruture in rural areas; promoting the development of work- and environment-oriented education systems; and expanding and diversifying the industrial sector.

The awareness that the education system of a country must be aligned to its social, economic, and cultural need has led many developing countries to introduce major educational reforms designed to gear their curricula more closely to envirionmental and development objectives. The significance which the German Federal Government attributes to education and science within the framework of cooperation with developing countries is reflected in the DSE programs. The activities of the DSE Education, Science and Documentation Center focus principally on two areas, namely,

- basic in-school and out-of-school education, above all in the rural areas of sub-Saharan Africa; and
- universities and scientific research.

Within these two fields the Center undertakes the following tasks:

- transfer of adapted techniques of educational planning and educational management, in particular in the sphere of basic education curriculum development and evaluation;
- development of institutional infrastructure, above all in the academic and scientific sectors; and
- collection and analysis of documentary material on educational reform and the development of the sciences.

In pursuit of these aims the DSE Education, Science, and Documentation Center organizes seminars, study tours, conferences, and training coures, working thereby in cooperation with specia-

lized institutions in the developing countries in order to ensure that the approach does not become one-sided.
For the German Foundation for International Development, the Udaipur Seminar was a logical step in its involvement in literacy and postliteracy activities which the Foundation has systematically pursued since 1973. The Foundation will continue its activities in the field of literacy as a member organization of the International Literacy Committee of the International Council for Adult Education. In its training activities in the field of nonformal basic education the Foundation will concentrate on short-term workshops on problems of curriculum development and evaluation and the production of low-cost teaching and reading materials. A medium-term training program with focus on the anglophone countries is under preparation.
Despite these activities the German Foundation is not a literacy organization. Literacy is only one field of its activities, the Education, Science, and Documentation Center in Bonn only one of its Centers. However, the German Foundation is aware that literacy is a decisive factor in the liberation of man and a necessary part of a national strategy for overcoming poverty and injustice which is one of the major problems of our world. We endeavor to contribute towards the solution of these problems.

A(2) The International Council for Adult Education (ICAE)

The International Council for Adult Education (ICAE) is the major non-government body working on a world-wide basis in the field of adult education. It came into being in 1973 in response to the need for a cooperative network of mutual support for advocacy and promotion of the education of adults. The ICAE comprises over 70 national and regional member associations; as well, it works in cooperation with United Nations agencies, such as UNESCO and UNICEF, with non-governmental organizations that share its aims, with inter-governmental bodies, voluntary groups, universities and research and training institutes.
The Council's small Secretariat is located in Toronto, Canada, but its work is carried out in all regions of the world through member associations, networks and collaborative projects that are supervised by persons in various countries. Its central activities focus on research, information exchange, training, and advocacy on behalf of adult and nonformal education. These are undertaken by the organization of international seminars and workshops, comparative studies in various topics, the journal, *Convergence*, and occasional papers and reports.
The ICAE is not a funding body nor does it operate or fund programs of adult education work in a country. As a partnership of individuals and associations, its role is to support and strengthen that partnership and mutual support so that adult educators can themselves be learners and be more effective in carrying out the works that needs to be done for a more just and human-centered development. It is funded through projects to strenthen the knowledge-base of the field and cooperation among individuals and groups, through member contributions and donations.
Programs of the ICAE relate directly to issues and needs identified through member associations and practitioners as areas where more information, collaboration and networking is needed. These include Participatory Research, Primary Health Care, the Participation of Women, and Worker's Education. Projects are underway on Literacy Campaigns, Popular Culture, China Cooperation, Indigenous People, Mass Radio Learning Groups, Comparative Study of Socio-Economic Determinants of Adult Education, and the Role of Adult Education in the Alleviation of Poverty. International networks have formed around such topics as Peace, the Older Adult, and the New Technologies.
The consideration and setting out of broad lines of policy and development for the ICAE is the responsibility of the General Assembly of the full membership, which, since 1979, takes place within a three-year period. For the first seven years, it was held annually. The locations have been Germany, Tanzania, India, Costa Rica, Canada, Switzerland, and Finland. In 1982, the General Assembly took place in Paris, in October, in conjunction with an International Conference.
The founding Secretary-General was J. Roby Kidd, who, after six years in office, became treasurer and senior consultant. Since June, 1979, this position is held by Budd L. Hall, who is aidad in these

responsibilities by an Associate Secretary-General, Chris Duke of Australia. Julius Nyerere, President of the Republic of Tanzania was the first Honorary President; since 1981, this role is undertaken by Luis Echeverria, a man active in issues of international development and former president of Mexico. Malcolm Adiseshiah of India guided the ICAE as President for six years and was succeeded by Robert Gardiner of Ghana.

Aims and Objects

As set out in its Constitution, the aims and objects of the Council focus on the importance of the learning of adults in a variety of forms and dimensions, seen in relation to the healthy growth and development of individuals, communities and societies. As the expression of the principles of adult education, the ICAE is a means of helping individuals and groups to gain the kinds of knowledge, skills and competencies they need to participate more fully in achieving a more just and equitable economic, social and cultural development, a development that is truly human-centered. In carrying this out, the ICAE works for the implementation of the UNESCO Recommendation on the Development of Adult Education.

Equally central is the Council as a means of enhancing international understanding and world peace. Since the organization operates as a partnership of colleagues from all compass points of the world - North and South, East and West - it offers an international forum for debate and dialogue about how the experiences and achievements of adult education can contribute to the alleviation of the critical issues that limit the lives of most people of the world, particularly the persistence of entrenched poverty and its resulting exploitation and inequities.

A major aim of members of the ICAE is to improve and strengthen the indigenous capacity of adult education as a coherent force within a country, i.e. of practitioners, through the building of effective national associations of adult education. This »capacity-building« effort is the central program of the Council. In this way, men and women within a country can be recruited, trained and supported to be the kind of adult educators who work and serve the actual needs of their people. Strong and cooperative associations, with practitioners in the forefront, can ensure the ongoing promotion, development and coordination of adult education, of human and material resources, and of more active liaison with those working in other sectors, such as agriculture, health, literacy, employment skill development, the advancement of women, and training and research.

From work at the national and local level comes the further coordination and sharing that can take place at the regional level. The growth in national associations, from some 26 in 1973 to over 60 in 1981, has contributed to the strengthening of regional associations in Africa, Europe, Asia and the Pacific, and the creation of new regional bodies for the Caribbean, Latin America and the Arab region.

Structure of the ICAE

The aims of the ICAE are translated into action through its members which *are* the Council. Member assocations are those that have a capacity to be truly national/regional in scope and range of activities.

The ICAE does not have an individual membership base. It encourages practitioners to be active in their own organizations or, if no national association exists, to work with others to bring such a body into existence.

But, whether or not an adult educator belongs to an association, he or she takes part in regional and international activities through *Networks* of colleagues who come together in an informal way around a particular topic or issue. Networks have developed within the ICAE's work in a somewhat spontaneous way and often as the result of people meeting at international and/or regional seminars. Networks are »clusters« of people with specific common iterests who want to get together and

to share ideas and experiences. It is from the activism of those involved in a particular area that many ICAE programs and projects have emerged, for example, participatory research, women in development, primary health care and popular theatre. The participatory research network has developed, over some three to four years, into autonomous regional »teams« which try to meet internationally at least once a year.

There are three major and elected bodies that control the affairs and activities of the Council: the General Assembly, the Executive Committe, and the Bureau of Officers.

1. *The General Assembly* is the gathering of the entire membership for the purpose of consideration, evaluation and delineation of the broad lines of policy. Each member association is represented by one delegate. The General Assembly convenes once within a three-year period.
2. *The Executive Committee* is the responsible governing body accountable to the General Assembly and elected to it for a three-year term. The Committee comprises nine »ordinary« members elected by the General Assembly from the full membership; Vice-Presidents who are nominated by the accepted regions of the Council; the elected President, immediate Past-President, the Vice-Presidents, and the Treasurer. The Committee appoints the Secretary-General of the Council. It convenes at intervals no longer than one year's duration.
3. *The Bureau* is the collective group of Officers and the Secretary-General.

The ICAE in Action

For readers, a helpful way to know more about the International Council for Adult Education and initiatives in many parts of the world is through the regional member associations:

AFRICA	African Adult Education Association, PO BOX 50768, Nairobi, Kenya; Executive Secretary: Edward Ulzen
ARAB REGION	Arab Educational, Cultural and Scientific Organization (ALECSO), Mohammed V. Street, Tunis, Tunisia; Director: Dr. Mohi El-Dine Saber
ASIA & SOUTH PACIFIC	General Secretary: Dr. Chris Duke, PO Box 1225, Canberra, ACT, 2601 Australia *Sub-regions and Officers* South Asia: A. T. Ariyaratne, Sarvodaya Shramadana, Rawatawattee Rd., Moratuwa, Sri Lanka East & South-East Asia: Prof. Jong-Gon Hwang, Korean Association of Adult and Youth Education, c/o Graduate Center, Keimyung University, Daegu 634, Republic of Korea South Pacific: Manasa Lasaro, Box 228, Suva, Fiji
CARIBBEAN	Caribbean Regional Council for Adult Education, c/o Extra-Mural Unit, University of the West Indies, St. Augustine, Trinidad and Tobago; Secretary and Executive Officer: Esmond Ramesar
EUROPE	European Bureau of Adult Education, Postbus 367 3800 AJ Amersfoort, The Netherlands; Director: W. Bax
LATIN AMERICA	Consejo de Educación de Adultos de América Latina c/o PIIE, Casilla 6257, Correo 22, Santiago, Chile; Regional Secretary: Francisco Vio Grossi.

ICAE Program and Project Coordinators

The following gives names and addresses of coordinators of the major programs of the Council:

Adult Education and Peace
Helena Kekkonen, Finnish Association
of Adult Education Assocations
Heitalahdenkatu 8-A-21
00180 Helsinki 18, Finland

Primary Health Care
Rejesh Tandon
A-2/172 Safdarjang Enclave,
New Delhi, India 110 029

Convergence
Margaret Gayfer, Editor
29 Prince Arthur Avenue
Toronto, Canada M5R 1B2

The New Technologies
Paul Bélanger, Directeur-Général
Institut Canadien d'Education des
Adultes
506 est rue Ste-Catherine
Montreal, Québec, Canada H2L 2C7
- and -
Arthur Stock, Director,
National Institute of Adult Education
19B De Montfort Street
Leicester, U.K. LE1 7 GE

Comparative Study of Socio-Economic Determinants of Adult Education
Budd L. Hall, ICAE
29 Prince Arthur Avenue
Toronto, Canada M5R 1B2

Women's Program
Margaret Gayfer, ICAE
29 Prince Arthur Avenue
Toronto, Canada M5R 1B 2

China Cooperation Project
Chris Duke, Box 1225
Canberra City, 2601 Autralia

Education and the Older Adult
Dorothy Thomas, Box 243
Alexandria, VI, USA 22314

Participatory Research
There are regional teams in Africa, Latin America, Europe, Caribbean, Asia, North America.
Internatinal coordination:
Rajesh Tandon
Asian Society for Participatory Research
A-2/172 Safdarjang Enclave
New Delhi, India 110 029

Adult Education in Support of Indigenous Peoples
Liz Sommerlad, 56 Wybalena Grove Cook,
ACT, 2614 Australia

Popular Culture
Ross Kidd, c/o ICAE
29 Prince Arthur Avenue
Toronto, Canada M5R 1B2

Literacy Campaigns/ Radio Learning Groups
Yusuf Kassam, ICAE Program Officer
29 Prince Arthur Avenue
Toronto, Canada M5R 1B2

In summary, the International Council for Adult Education is the major non-governmental body working on a world-wide basis in the field of education. It started in 1973 in response to the need for a cooperative network of mutual support. It comprises over 70 national and regional adult education associations in all parts of the world. East and West, North and South. In the United States, the Coalition of Adult Education Organizations and the American Association of Adult and Continuing Education are members.
The central activities of the ICAE are research, information exchange, training and advocacy, through international seminars, comparative studies in various topics, the publication of *Convergence* and of occasional papers and reports.[1]

1 Material contributed by Margaret Gayfer, Editor, *Convergence*.

Sewing the Seminar folders

267

A(3) Seva Mandir (The Temple of Service)

With the comprehensice aim of all round development, Seva Mandir is committed to promote literacy among the deprived and underpriviledged sections of the people of southern Rajasthan, India. Seva Mandir started its literacy work in 1969 by opening 30 centers in a Community Development Block, north of Udaipur City. With the meager resources at hand, the work continued with a spirit of dedication. Soon the Government of Rajasthan recognized the work and gave Seva Mandir the responsibility to run 60 centers under the Farmers' Functional Literacy Program. Keeping the objectives of this project in mind, it was felt that there was a need to adapt the government program. Though in the project budget there were no provisions to keep an agriculture expert on the staff, Seva Mandir found other resources to get a person on our team to provide technical knowledge input as well as on-the-spot advice to the farmer-learners of the literacy centers. It was also felt that literacy primers as well as other materials used were too general, and not directly useful for the learners of this area. A primer as well as other related print and visual materials were prepared. The materials were prepared on the basis of the problems of southern Rajasthan. As the project was going on, there was no way of testing the comparative effectiveness of the materials, hence this material was used in the project and an experimental literacy project was submitted to the Government of India at the same time. The objective of this experimental project was to test the primer materials prepared by Seva Mandir as well as to study several aspects of the organization of an adult education program in the rural areas. This experimental project was conducted in Kherwara which is a tribal Block, with nearly 80% of its population being tribal. Learnings from this project were very useful for Seva Mandir's further work in the area of material production, planning and organization of literacy projects. Research was also seen to be a component of learning in adult education. During this project, another primer was produced for the Farmers' Functional Literacy Program with the help of two agriculture experts from the University of Udaipur. This primer was adopted by Government of Rajasthan for their functional literacy projects for farmers all over the State.

It is a known fact that to sustain the interest of the learners, an effective follow-up program is needed which uses their skills of reading and writing. Hence, a Mobile Library Project was launched in the project area of Udaipur District. Mobile Libraries have been operated by a van or by cycle, but the use of motor-cycles in this hilly terrain was a unique feature of this project. By this method, it was easy to reach large numbers of learners and readers in a short time. It was operated in 86 villages and served nearly 4,000 people of the area. Reading interests were also tested from time to time and the books were procured on the basis of the interests indicated by readers. This program effort was continued for three years with the help of the Government of India. It is interesting to mention here that still 40 village library centers are operated by the people on a voluntary basis.

Another interesting follow-up program was the Peer Group Project. It was envisaged that after joining literacy centers, there were a number of people who were still wanting bo be associated with an adult education center. The groups were interested in continuing the larger interest of comprehensive all round development of their villages. Using the peer group learning process, several activities in the area of social and economic development were organized through the members of peer groups. The project was a successful approach to education for development. It provided an interesting way to integrate physical development as well as people development programs.

Seva Mandir's involvement with the poor people of this area raised many questions. Through adult education programs, many of the very poor people of this area still had not been reached. Most o the people who had come to the programs were middle-level or small farmers. The emphasis o new agriculture had attracted only those who had farm land as well as some source of irrigation. was realized that involvement with the very poor means not only providing them with literacy, even vocational skills, but also the requirement to raise their consciousness so that they can break the vicious circle of poverty, ignorance and illiteracy. Hence, the new program of Seva Mandir launched under the National Adult Education Program was based on three objectives. These were literacy, functionality and consciousness-raising. It was felt that there is a need to re-orient the Seva Mandir workers so they themselves can develop consciousness and understanding of these poor rural communities.

Training programs were evolved for the project officers, supervisors as well as teachers keeping in mind the above objectives. Also efforts were made to reach the poor communities even though it was difficult to reach such communities due to the non-availability of physical facilities. The adult education team worked on the literacy skills of the learners at the centers, and also involved themselves in evolving a process through which the learners could understand their own reality. Some of these sessions were able to start the basic process of thinking and analyzing the reason for poverty in the adult education centers. Some of these centers took up issues which affected the whole neighborhood. These issue-based learning groups evolved many plans which helped the total community. Though these plans were small, they started a process among many groups to learn the techniques of problem solving. Some of these issues were: getting a bus-stop for the village or post-box for the community, or a public well, or proper wages on road-side work, etc., etc. One of the interesting results of this approach was the creation of small credit unions. These credit unions provided not only a source of money for their economic needs, but the getting together for credit union meetings gave people the time and opportunity to think of social, cultural as well as political issues. These credit unions provide a framework for ongoing group action for rural development in the villages.

During its 12-year history, Seva Mandir has done some significant work in the area of adult education. New techniques for training all levels of workers in this field have been developed. These training techniques have been used for Seva Mandir workers as well as many people from other organizations and institutions, on their request. An international training seminar held as preparatory to the National Adult Education Program was hosted by Seva Mandir. The end result of this seminar was a book on training that is used all over the country.

Also, books, primers, charts were created with the help of agriculture and other scientists, so that knowledge can be extended to the rural masses. Research in adult education has been done which has helped in organizing both old and new programs as well as by providing systematic knowledge which has been used in producing useful materials for rural learners.

Many regional, national as well as international seminars for adult education were organized so that people could exchange their experiences and learn from each other. In recognition of the efforts in the promotion of literacy programs in the backward tribal areas of Udaipur District, Seva Mandir has been awarded the NADEZHEDA K. KRUPSKYA honorable mention for 1977 by the United Nations Scientific and Cultural Organization, Paris.

In summary, Seva Mandir has found adult education to be a useful medium for beginning the process of integrated rural development. People sitting together regularly, to learn literacy skills, to gain agriculture knowledge, to run a reading center, to deposit funds for small credit union, inevitably lead to the identification of other problems, and the formulation of plans to deal with them. Adult Education and Literacy, started people on to thinking together, planning together, working together for social and economic reconstruction of their communities.

Appendix B

Program

Monday, 4 January 1982

11:00 a.m. - 12:30 p.m.	Opening of the Seminar *Welcome Address* Dr. Mohan Sinha Mehta, President, Seva Mandir, Udaipur/India, and Dr. Malcolm Adiseshiah, M.P. Chairman of the Seminar; Chairman, Madras Institute of Development Studies, Madras/India *Inaugural Address* The Hon. Mrs. Sheila Kaul, Minister of State for Education, Ministry of Education and Culture, Government of India, New Delhi/India *Presidential Address* The Hon. Mr. Shiva Charan Mathur, Chief Minister, Government of Rajasthan, Udaipur/India *A statement on behalf of the International Council for Adult Education (ICAE)* Dr. Budd Hall, Secretary-General, International Council, for Adult Education, Toronto/Canada *A statement on behalf of the German Foundation for International Development (DSE)* Rudolf Binding, M.P. Member of the Board of Trustees of the German Foundation for International Development, Bonn/FRG
12:30 p.m.	Refreshments
01:30 p.m.	Lunch
02:30 p.m. - 04:30 p.m.	Introduction of Participants Seminar Objectives and Outline of Procedures Indroduction to the Unesco/ICAE study, *Campaigning for Literacy*, by Prof. H.S. Bhola
04:30 p.m. - 06:00 p.m.	Reception at Seva Mandir
60:30 p.m. - 08:00 p.m.	Steering Committee Meeting

Tuesday, 5 January 1982

09:00 a.m. - 10:30 a.m.	Presentation of Case Studies: Tanzania Presenter: Z. J. Mpogolo Discussants: Gudeta Mammo (Ethiopia) and Budd Hall (ICAE)
11:00 a.m. - 12:30 p.m.	Working Groups on the Tanzanian Case Study Participants break into five groups. Each group elects its own leader and rapporteur, to present a report covering: 1. Clarification of issues and ideas arising from the Case Study 2. Major lessons learned, and 3. Application of lessons learned to different national situations
02:30 p.m. - 04:00 p.m.	Presentation of Case Studies: Cuba Presenter: Garcia Gutierrez Discussants: Paul Mhaiki (Unesco) and Valerie Miller (Nicaragua)

04.30 p.m. - 05.30 p.m.	Working Groups on the Cuban Case Study
05.30 p.m. - 06.00 p.m.	Steering Committee Meeting
06.00 p.m. - 07.30 p.m.	Film Show on Literacy Campaigns

Wednesday, 6 January 1982

09.00 a.m. - 10.30 a.m.	Presentation of Case Studies: Viet Nam and Burma Presenters: The Hon. Minister of State, Mr. Ho Truc, Ministry of Education, Viet Nam; and U Kan Nyunt, Burma
11.00 a.m. - 12.30 p.m.	Working Groups on the Vietnamese and Burmese Case Studies
02.30 p.m. - 04.00 p.m.	Organization and Administration of Large-Scale Literacy Programs Presenters: Anil Bordia, Ms. Aree Kultan and John Davies
04.30 p.m. - 05.30 p.m.	Discussion of »Organization and Administration of Large-Scale Literacy Programs«
05.30 p.m. - 06.00 p.m.	Steering Committee Meeting
06.30 p.m. - 07.30 p.m.	Classical Indian Dances
07.30 p.m.	Dinner at Nehru Park Island

Thursday, 7 January 1982

04'00 a.m. - 10.30 a.m.	Plenary Session Presentation of Group Reports
11.00 a.m. - 12.30 p.m.	Presentation of Group Reports continued
02.30 p.m. - 04.00 p.m.	Groups reconstituted as National Teams to elaborate notes for local level action with focus on: 1. The crucial issues faced by each country on the national literacy scene, and 2. Lessons learned from the Seminar
05.30 p.m. - 06.00 p.m.	Steering Committee Meeting
06.30 p.m. - 07.30 p.m.	Visit to Folklore Museum

Friday, 8 January 1982

09.00 a.m. - 10.30 p.m.	National Teams continue working in groups
11.00 a.m. - 12.30 p.m.	National Teams continue working in groups
02.30 p.m. - 04.00 p.m.	Presentation of Team Reports in Plenary - Sierra Leone - Thailand - Ethiopia - Nigeria - Sudan
04.30 p.m. - 05.30 p.m.	Presentation of Team Reports in Plenary continue
05.30 p.m. - 06.00 p.m.	Steering Committee Meeting
06.00 p.m. - 07.30 p.m.	Film Show on Literacy Campaigns

Saturday, 9 January 1982

09.00 a.m. - 10.30 a.m.	Presentation of Team Reports in Plenary - Iraq - India - Kenya

	- Botswana - Zambia - Bangladesh - Nicaragua
11.00 a.m. - 12.30 p.m.	Presentation of Team Reports in Plenary continue
02.30 p.m. - 04.00 p.m.	Presentation of Team Reports in Plenary continue
05.00 p.m. - 06.00 p.m.	Steering Committee Meeting
06.00 p.m. - 07.30 p.m.	Film Show on Literacy Work in various countries

Sunday, 10 January 1982

09.00 a.m. - 01.00 p.m.	Sight-seeing Tour of Udaipur
01.00 p.m. - 02.30 p.m.	Lunch at Lake Palace Hotel (Afternoon Free)
06.00 p.m. - 07.30 p.m.	Steering Committee Meeting

Monday, 11 January 1982

09.00 a.m. - 10.30 a.m.	Presentation and Discussion of Findings, and adoption of »The Declaration of Udaipur«
11.00 a.m. - 01.30 p.m.	A Look Ahead: Actions to Follow Closure of the Seminar
07.30 p.m.	Farewell Party

Appendix C

List of participants

I. Case Study Authors/Country Specialists

Burma

1. U Kan Nyunt
   Assistant Divisional Educational Officer (Inspection)
   Rangoon Division
   Basic Education Department
   Ministry of Education
   Rangoon

Cuba

2. Dr. Fernando Garcia Gutierrez
   Chief of Department
   Insituto Central de Ciencias Pedagogicas de Cuba
   Ministerio de Educacion
   Habana

Somalia

3. Abdi Heybe Elmi
   Director
   Department of Non-Formal Education
   Ministry of Education
   Mogadishu

Tanzania

4. Zakayo J. Mpogolo
   Director of Adult Education
   Ministry of National Education
   P.O. Box 9121
   Dar es Salaam

Vietnam

5. Ho Truc
   Vice Minister of Education
   Ministry of Education
   21 Le Thanh Tong
   Hanio
6. Le Son
   Director
   Department of Adult Education
   Ministry of Education
   294 Tran Quang khai
   Hanio
7. Le Nang An
   Deputy Head
   Department of International Cooperation
   Ministry of Education
   21 Le Thanh Tong
   Hanoi
8. Nguyen Phuong Suu
   Translator
   Ministry of Education
   14, Le Thanh Tong
   Hanoi

II. *Country Teams*

Bangladesh

9. Maulana Abdul Mannan
   Minister of State for Education
   Government of the People's Republic of Bangladesh
   Dacca
10. A.K.M. Hedayetul Huq
    Additional Secretary
    Ministry of Education
    Dacca
11. Anwar Hossain
    Deputy Chief (Planning)
    Ministry of Education
    Dacca

Botswana

12. K.P. Morake
Minister of Education
Ministry of Education
Private Bag 005
Gaborone

13. Isafi P. Woto
Chief Eduaction Officer
Department of Non-Formal Education
Private Bag 0043
Gaborone

14. Moses K. Sebolai
Head
Informal Courses Unit
Department of Non-Formal Education
Private Bag 0043
Gaborone

Ethiopia

15. Gudeta Mammo
Executive Officer and Head
National Literacy Campaign
Adult Education Department
Ministry of Education
P.O. Box 4921
Addis Abeba

16. Girma Bayouh
Head
Distance Education Division
Adult Education Department
Ministry of Education
P.O. Box 4921
Addis Abeba

17. Assefa Aberra
Rural Adult Education Planning and Programming Officer
Adult Education Department
P.O. Box 4921
Addis Abeba

India/Participants

18. S. Ramamoorthi
Joint Secretary
Ministry of Education and Culture
New Delhi - 110001

19. D.V. Sharma
Joint Director
Directorate of Adult Education
34, Community Centre
Basant Lok, Vasant Vihar
New Delhi - 110057

20. S.K. Choudhary
Joint Secretary and Director (Adult Education)
New Secretariat
Government of Bihar
Patna - 800015, Bihar

21. B.B. Mohanty
Director
State Resource Centre for Adult Education
P.O. Box 17
Angul - 759722, Orissa

India/Observers

22. Bhai Bhagwan
Director
Department of Community Centres and Adult Education
Rahasthan Vidyapeeth
Pratapnagar
Udaipur - 313001, Rajasthan

23. P.K. Shukla
Additional Director of Education (Adult Education)
Directorate for Adult Education
7-R Dalibagh
Lucknow-226001, Uttar Pradesh

24. R.S. Jambhule
Director of Eduction (Adult Education)
Government of Maharashtra
17, Dr. Ambedkar Road
Pune-411001, Maharashtra

25. C.N.V. Subba Reddy
Director of Adult Education
Government of Andhra Pradesh
Srinagar Colony
Hyderabad-500028, Andhra Pradesh

26. Dr. N.A. Ansari
Joint Director
Directorate of Adult Education
34, Community Centre
Basant Lok, Vasant Vihar
New Delhi - 110057

27. Dr. Asha Dixit (Ms)
Assistant Director
Department of Adult Education
Rajasthan University
Jaipur - 302004, Rajasthan

28. Shib Chandra Dutta
Vice President
Indian Adult Education Association
17 B, Indraprastha Marg
New Delhi - 110001

Iraq

29. Prof. Ayif Habib
The Arab Literacy and Adult Education Organisation (ARLO)
113 Abu Nawas Street
Baghdad
30. Sabah Nori Al-Zand
Director
Planning and Follow-up Division
The Supreme Council of the Comprehensive National Campaign for Compulsory Literacy
Saadon Street
Baghdad

Kenya

31. J.I. Kalweo
Assistant Minister
Ministry of Culture and Social Services
P.O. Box 45958
Nairobi
32. David Macharia
Director
Department of Adult Education
Ministry of Culture and Social Services
P.O. Box 42264
Nairobi

Nicaragua

33. Valerie Miller (Ms)
Special Advisor
Vice Ministerio de Education de Adultos
Complejo Civico
Managua

Nigeria

34. Prof. J.O. Ogunlade
Director
Continuing Education Centre
University of Lagos
Lagos
Permanent Address:
P.O. Box 108
Unilag P.O. Akoka
Yaba
Lagos

Sierra Leone

35. John W. Davies
President of the People's Educational Association of Sierra Leone
P.O. Box 1420
57, Bathurst Street
Freetown
36. V.J.V. Mambu
Head
Department of Extra Mural Studies
University of Sierra Leone; and
President of the Sierra Leone Adult Education Association (SLAEA)
Freetown
37. I. Bangura
Senior Education Officer
Head, Adult Education Unit
Ministry of Education; and
Secretary of Sierra Leone
Adult Eduation Association (SLAEA)
Freetown

Sudan

38. Abdel Rahman el Sheikh

Director
Department of Adult Education
Ministry of Education and Instruction
P.O. Box 2588
Khartoum

Thailand

39. Khunying Aree Kultan (Ms.)
Director-General
Department of Non-Formal Education
Rajadamnoen Avenue
Bangkok-3
40. Sanong Sansanayuth
Director
Educational Planning Division
Office of the Prime Minister
Sukhothai Road
Bangkok-3
41. Sunthorn Sunanchai
Deputy Director-General
Department of Non-Formal Education
Ministry of Education
Rajadamnoen Avenue
Bangkok-3

Zambia

42. John Chafwa
Minister of State for Labour and Social Services
Ministry of Labour and Social Services
P.O. Box 32186
Lusaka

43. P.J. Daka
Director
Department for Continuing Education
Ministry of Education and Culture
P.O. Box 50093
Lusaka

44. M.L. Imakando
National Commissioner for Community Development
Ministry of Labour and Social Services
P.O. Box 31958
Lusaka

Federal Republik of Germany

45. Rudolf Binding, M.P.
Bundeshaus
D-5300 Bonn 1

46. Dr. Volkhard Harry Hundsdörfer
German Agency for Technical Cooperation (GTZ)
Department of Education
Dag-Hammerskjold-Weg 1
D-6236 Eschborn 1

47. Ulrich Voigt
Federal Ministry for Economic Cooperation
Education and Science Section
Karl-Marx-Strasse 4–6
D-5300 Bonn 1

III. Resource Persons

48. Anil Bordia
International Institute for Educational Planning
7-9, rue Eugene Delacroix
75010 Paris/France
After February 1982
C1/37, Pandara Park
New Delhi-110003/India

49. Dr. Ravindra H. Dave
Director
UNESCO Institute for Education
Feldbrunnenstrasse 58
D 2000 Hamburg 13/FRG

50. Dr. Manzoor Ahmed
UNICEF
African Hall
4th Floor Old Building
P.O. Box 1169
Addis Abeba/Ethiopia

51. Paul J. Mhaiki
Director
Division of Literacy
Adult Education and Rural Development
UNESCO
7, place de Fontenoy
75700 Paris/France

Chairman

52. Dr. Malcolm S. Adiseshiah
Chairman
Madras Institute of Development Studies
79, Second Main Road
Gandhinagar, Adyar
Madras - 600020/India

Technical Director

53. Prof. H.S. Bhola
Indiana University
School of Education
W.W. Wright Education Building
3rd and Jordan
Bloomington, Indiana-47405/USA

Papporteur

54. Piet Dijkstra
Vereniging voor Volkshogeschoolwerk
International Sektretariaat
Westerweg 2
1862 CE Bergen N H/Netherlands

International Council for Adult Education

55. Dr. Budd L. Hall
Secretary-General
International Coucil for Adult Education
29, Prince Arthur Avenue
Toronto, Ontario/Canada M5R 1B2

56. Dr. Chris Duke
Secretary-General
ASPBAE - Asian South-Pacific Bureau of Adult Education
P.O. Box 1225
Canberra City ACT 2600/Australia

Seva Mandir

57. Dr. Mohan Sinha Mehta
President
Seva Mandir
Udaipur - 313001, Rajasthan/India

58. Dr. Om Shrivastava
General Secretary
Seva Mandir
Udaipur - 313001, Rajasthan/India

59. Kishore Saint
Secretary
Seva Mandir
Udaipur - 313001, Rajasthan/India

German Foundation for International Development (DSE)

60. Dr. Josef Müller
Education and Science Division
German Foundation for International Development
Hans-Böckler-Str. 5
D-5300 Bonn 3/FRG

61. Angelika Josten (Ms)
Education and Science Division
German Foundation for International Development
Hans-Böckler-Str. 5
D-5300 Bonn 3/FRG

Award of the Medal of the Supreme Council of the Comprehensive National Campaign for Compulsory Literacy, Iraq of the Federal Republic of Germany for its growing partnership with the Third World, in facing one of the most urgent demands - campaigning for literacy.
Mr. Rudolf Bindig, M.P., Head of the German Team
Prof Ayif Habib, The Arab Literacy and Adult Education Association (ARLO)
Dr. Malcolm Adiseshiah, M.P., Chairman of the Seminar

Appendix D

Medals and Citations

The Supreme Council which has emerged as

(a) the National Instrument for the Iraq literacy campaign,
(b) the regional focus as ARLO headquarters for the Arab literacy campaigns,
(c) the South-South cooperation agency in literacy embodied in this ceremony,
(d) the international stimulus agency joining USSR, US, and Japan in awarding the UNESCO-Iraq Literacy Prize, and
(e) the host-to-be of the 1983 ICAE meeting

Awards

(1) the Gold Medal to *Seva Mandir*, India, for its meritorious service to literacy in the Udaipur District, the State of Rajasthan, in the Indian Sub-continent and the Adult Education World.
(2) the Medal to *Bangladesh* in recognizing its great potential for literacy.
(3) the Medal to *Botswana* as token of its emphasis on literacy, despite other competing development claims.
(4) the Medal to *Burma* for demonstrating the principle of voluntariness in literacy campaigns.
(5) the Medal to *Cuba* who pioneered the campaign approach in terms of months rather than years.
(6) the Medal to *Ethiopia* on its planning for the campaign.
(7) the Medal to Kenya whose devotion to literacy has made it the African headquarter for Adult Education.
(8) the Medal to *Nigeria* for demonstration how popular pressure can result in putting the literacy campaign in the constitution.
(9) the Medal to *Sierra Leone* for demonstration the creative partnership between government and voluntary agencies for the literacy campaign needs.
(10) the Medal to *Somalia* for having alphabeted the Somali language as the prelude to the literacy campaign.
(11) the Medal to *Sudan* which demonstrates the urgent needs facing literacy campaigns.
(12) the Medal to *Tanzania* for being a textbook model for literacy campaigning.
(13) the Medal to *Thailand* for having attained the stage where it is now ready for continuing and lifelong education.
(14) the Medal to Vietnam which has shown that literacy can be a very successful instrument to attain the most difficult national objective.
(15) the Medal to *Zambia* which is demonstrating how to give literacy a priority in the midst of other demands, and
(16) the Medal to the *Federal Republic of Germany* for its growing partnership with us of the Third World, in facing one of the most urgend demands - campaigning for literacy.

Appendix E

Bibliography

Allen, D. W. & Anzalone, S. Learning by Radio: The First Step to Literacy. *Prospects* 8 (1978), 2.

Bataille, L. (Ed.). A Turning Point for Literacy: Proceedings of the International Symposium for Literacy, Persepolis, Iran. Oxford: Pergamon Press, 1976.

Bhola, H. S. Campaigning for Literacy. Unesco Surveys and Studies (ED-82/WS/67). Paris: Unesco, May 1982.

Bhola, H. S. Curriculum Development for Functional Literacy and Nonformal Education Programs. Bonn, FRG: German Foundation for International Development, 1979.

Bhola, H. S. The Design of (Educational) Policy: Directing and Harnessing Social Power for Social Outcomes. *Viewpoints* 51(3) (May 1975).

Bhola, H. S. Evaluating Development Training Programs. Bonn, FRG: German Foundation for International Development, 1982.

Bhola, H. S. Evaluating Functional Literacy. Amersham, Bucks (U.K.): Hulton Education Publications (for the Unesco/Iran International Institute for Adult Literacy Methods), 1979.

Bhola, H. S. Evaluation Planning, Evaluation Management and Utilization of Results Within Adult Literacy Campaigns, Programs and Projects. Bonn, FRG: German Foundation for International Development, 1982.

Bhola, H. S. Needed Research in Adult Literacy for Policy Makers and Planners. *Adult Education* 31(3) (1981), 169–76.

Bhola, H. S. A Policy Analysis of Adult Literacy versus Universal Primary Education: Child is the Father of Man and Man of the Child. *Viewpoints in Teaching and Learning* 55(4) (Fall 1979), 22–35.

Bhola, H. S. (with Joginder K. Bhola). *Program and Curriculum Development in the Post-Literacy Stages.* Bonn, FRG: German Foundation for International Development, 1980.

Bhola, H. S. Writing for New Readers: A Book on Follow-up Books. Bonn, FRG: German Foundation for International Development, 1981.

Blaugh, M. Literacy and Economic Development. *The School Review* 74(4) (Winter 1966), 393–415.

Bowman, M. J., & Anderson, A. C. Concerning the Role of Education in Development. In Clifford R. Geertz (Ed.). *Old Societies and New States.* Glencoe, Ill.: Free Press, 1963.

Brown, Gary (Ed.). *International Seminar on Literacy Campaigns in the Context of Development, December 13–20, 1979 in West Berlin. Final Report.* Bonn, FRG: German Foundation for International Development, 1979.

Cipro, Miroslav. Some Observations on Literacy and Development. Paris: Unesco, 1979.

Clammer, J. R. Literacy and Social Change. Leiden: E. J. Brill, 1976.

Coombs, P. H. The World Education Crisis: A Systems Analysis. New York: Oxford University Press, 1968.

Disch, P. (Ed.). The Future of Literacy. Englewood Cliffs, N.J.: Prentice Hall, 1973.

Farugee, R. Sources of Fertility Decline: Factor Analysis of Inter-Country Data. Washington, D.C.: The World Bank, 1979.

Faure, E., et al. *Learning to Be.* Paris: Unesco, 1972.

Fisher, E. S. The World Literacy Situation: 1970, 1980 and 1990. Prospects 10 (1980), 1.

Fishman, J. A., et al. (Eds.). *Language Problems in Developing Nations.* New York: Wiley, 1968.

Freire, P. Cultural Action for Freedom. Monograph Series No. 1. Cambridge, Mass.: Harvard Educational Review, 1970.

Freire, P. Education for Critical Consciousness. New York: The Seabury Press, 1973.

Freire, P. Pedagogy of the Oppressed. New York: Herder and Herder, 1970.

Goody, J. (Ed.). *Literacy in Traditional Societies.* Cambridge: Cambridge University Press, 1968.

Gorman, T. P. (Ed.). *Language and Literacy: Current Issues and Research.* Tehran: International Institute for Adult Literacy Methods, 1977.

Graff, H. J. The Literacy Myth. New York: Academic Press, 1979.

Gray, W. S. The Teaching of Reading and Writing. Monographs on Fundamental Education No. X. Paris: Unesco, 1969.

Hinzen, Heribert, & Hundsdörfer, Volkhard. The Tanzanian Experience: Education for Liberation and Development. Hamburg: Unesco Institute for Education; London: Evans Brothers, 1979.

Inkeles, A. & Smith, D. H. Becoming Modern: Individual Change in Six Developing Countries. Cambridge: Harvard University Press, 1974.

International Council of Adult Education (ICAE). *The World of Literacy: Policy, Research, Action.* Ottawa: International Development Research Center (IDRC), 1979.

International Institute for Adult Literacy Methods. *Literacy Teachers. Interpretative Bibliography.* Tehran, 1978.

International Institute for Adult Literacy Methods. *The Problem of Drop-Outs.* Interpretative Bibliography. Tehran, 1980.

International Institute for Adult Literacy Methods. *Radio and TV in Literacy and Adult Education. Interpretative Bibliography.* Tehran, 1978.

International Institute for Educational Planning. Paris. *Planning and Administration of National Literacy Prgrammes.* IIEP-Workshop, held in Arusha, Tanzania, from 27 November to 2 December 1980. Working Drafts 1-12.

Kassam, Y. O. Illiterates No More: The Voices of New Literates from Tanzania. Dar-Es-Salaam, Tanzania: Tanzania Publishing House, 1979.

King, Kenneth. Literacy Research in Developing Countries. Bellagio IV Workshop on Educational Research with Special Reference to Research on Literacy, November 19 to 22, 1978. Geneva, Switzerland. Final Report. Ottawa: International Development Research Centre; Bonn: DSE, 1979.

Lesotho Distance Teaching Center. *Understanding Print.* (A Survey in Rural Lesotho of People's Ability to Understand Text and Illustration.) Maseru, 1976.

Meyer, Reinhold. Africa: The Role of Mass Media in Promoting Rural Development - Reality and Myths. Bonn: Friedrich-Ebert-Stiftung. Forschungsinstitut, 1979.

Muller, J. (Ed.) Functional Literacy in the Context of Adult Education. Bonn, FRG: German Foundation for International Development, 1973 (DOK 700 A/a)

Muller, J. (Ed.) Adult Education with Special Reference to Arab States. Bonn, FRG: German Foundation for International Development, 1976 (DOK 837 A/a)

Oxenham, John. Literacy: Writing, Reading and Social Organisation. London, Boston: Routledge and Kegan Paul, 1980.

Phillips, H. M. Literacy and Development. Paris: Unseco, 1970.

Refe-uz-Zaman. Why Literacy? *Literacy Discussion* 9(1) (Spring 1978).

Rogers, E. M. & Herzog, W. Functional Literacy Among Colombian Peasants. *Economic Development and Cultural Change* (14(2) (January 1966).

Rooth, S. J. Proposal for the Implementation of the National Literacy Program of Kenya. Nairobi: Ministry of Housing and Social Services. Department of Adult Education, 1979.

Schuman, H., Inkeles, A. & Smith, D. H. Some Social Psychological Effects and Non-effects of Literacy in a New Nation. *Economic Development and Cultural Change* 16(1) (October 1967).

Scribner, S. & Cole, M. The Psychology of Literacy. Cambridge, Mass.: Harvard University Press, 1981.

Unesco. *Estimates and Projections of Illiteracy.* Paris: Office of Statistics, Unesco, 1978.

Unesco. *The Experimental World Literacy Program: A Critical Assessment.* Paris. Unesco, 1978.

Unesco. Meeting of Experts on the Use of the Mother Tongue for Literacy. *Final Report and Recommendations.* UNESCO/MELIT/6, 1965.

Unesco. *World Conference of Ministers on the Eradication of Illiteracy: Final Report.* Paris: Unesco, 1965.

Versluys, J. D. N. (Ed.). Research in Adult Literacy. Tehran, Iran: International Institute for Adult Literacy Methods, 1977.

About the Editors of the Report

Dr. *H.S Bhola* is Professor of Education, Indiana University at Bloomington, Indiana, USA, and was Technical Director of the International Seminar on Campaigning for Literacy.

Dr. *Josef Müller* is Program Officer (Nonformal Education) in the German Foundation for International Development. Bonn, Federal Republic of Germany, and was the Professional Coordinator of the International Seminar on Campaigning for Literacy.

Piet Dijkstra is on the Vereiniging voor Volkshogeschoolwerk, International Secretariat, Bergen, The Netherlands, and was the Rapporteur General of the International Seminar on Campaigning for Literacy.

Schriftenreihe der Deutschen Stiftung für internationale Entwicklung

Dialog und Training

Heinz-Günther Geis unter Mitarbeit von Gisela Götz, Aus- und Fortbildung für das Development Banking, *1978, 229 S., 39,– DM*

Karl Wolfgang Menck / Wolfgang Gmelin, Wissenschaft und Technologie für Entwicklung – Ergebnisse und kritische Analysen eines Programms der DSE, *1980, 259 S., 69,– DM*

Eckart, Oehring, Ex-ante Evaluierung sozio-ökonomischer Wirkungen von industriellen Entwicklungsprojekten, *1980, 195 S., 64,– DM*

Rolf E. Vente / Peter S. J. Chen (eds.), Culture and Industrialization, *1980, 295 S., 39,– DM*

Oskar Splett, Wissenstransfer – Dialog und Fortbildung in einer gemeinsamen Zukunft, *1982, 123 S., 39,– DM*

Alexander G. Friedrich (ed.), Der Nord-Süd-Dialog zu Beginn der 80er Jahre – North-South Dialogue at the Beginning of the 1980s, *1982, 99 S., 29,– DM*

Gerd Günter Klöwer, Islamic Bank and Strategies for Economic Cooperation – Internationales Symposium, *1982, 68 S., 24,– DM*

Udo Bude / Jeremy Greenland (eds.), Inservice Education and Training of Primary School Teachers in Anglophone Africa, *1983, 225 S., 58,– DM*

Karl Wolfgang Menck / Wolfgang Gmelin, Zusammenarbeit in Wissenschaft und Technologie zwischen Afrika und Europa – Cooperation in Research and Technology between Africa and Europe. Coopération scientifico-technologique entre l'Afrique et l'Europe, *1983, ca. 256 S., iVb.*

Die Werke erscheinen im Format 15,3 x 22,7 cm und einem Salesta-Einband fadengeheftet broschiert.

Nomos Verlagsgesellschaft
Postfach 610 · 7570 Baden-Baden

Schriftenreihe der Deutschen Stiftung für internationale Entwicklung (DSE)

Udo Bude/Jeremy Greenland (eds.)

Inservice Education and Training of Primary School Teachers in Anglophone Africa

Report on the Dissemination Conference for Eastern, Central and Southern Africa, Harare (Zimbabwe), 19–23 April 1982 – organized by the Ministry of Education and Culture, Zimbabwe, and the German Foundation for international Development on behalf of the In-Service Education and Training (INSET) Africa Project

Researchers in Botswana, Gambia, Ghana, Kenya, Lesotho, Liberia, Malawi, Nigeria, Sierra Leone, Swaziland, Uganda, Zambia, and Zimbabwe – have recently conducted a survey. In-Service Education and Training refers to all measures enabling teachers to carry out their job in school and contributing to their professional development.

In order to disseminate findings and recommendations of this project, the German Foundation for International Development, together with the Ministry of Education and Culture of Zimbabwe, organised a conference. Participants were Education officials and researchers from Eastern, Central, Southern and Western Africa.

The papers delivered, together with an edited version of the group and plenary discussions which followed each paper form the body of this report, concerned the following questions:

What should be the priorities in terms of scale of provision between: a) INSET for the initial training of unqualified teachers; b) INSET for upgrading teachers with low qualifications; c) INSET to back up the introduction of new curriculum; d) INSET preparing teachers for new roles such as college tutor, headteacher, etc., and e) INSET in the form of general refresher courses? – Secondly: what should be the relationship between conventional pre-service teacher training and INSET – in terms of deployment of resources, organisational framework, training techniques employed, etc.

1983, 225 S., 15,3 x 22,7 cm, Salesta brosch., 58,– DM
ISBN 3–7890–0859–1

Nomos Verlagsgesellschaft
Postfach 610 · 7570 Baden-Baden

Schriftenreihe der Deutschen Stiftung
für internationale Entwicklung (DSE)

Oskar Splett

Wissenstransfer – Dialog und Fortbildung in einer gemeinsamen Zukunft

Der Bericht enthält einen Kommentar, den Diskussionsverlauf und die Ergebnisse einer Internationalen Tagung zum Thema des fortbildungsbezogenen Wissenstransfers, die die Deutsche Stiftung für internationale Entwicklung (DSE) aus Anlaß ihres 20jährigen Bestehens zu Beginn der Dritten Dekade im Mai 1980 veranstaltete.
Er gibt Auskunft über Theorie und Praxis bisheriger zwischenstaatlicher Zusammenarbeit zwischen der Bundesrepublik Deutschland als einer nördlichen Industrienation und südlichen Entwicklungs- und Schwellenländer und würdigt kritisch Erfolge und Defizite seit 1960.
Dabei wird die Fragestellung nach einem auf die Bedürfnisse von Entwicklungsländern angepaßten fortbildungsbezogenen Wissenstransfer von vier international zusammengesetzten Arbeitsgruppen fachspezifisch für die Bereiche: Ländliche Entwicklung, Industriepolitik, technisches Erziehungswesen und Arbeitsplatzbeschaffung, Öffentliche Verwaltung, Stipendienpolitik analysiert und als Beitrag für verbessertes Handeln vorgestellt.
Darüber hinaus enthält der Bericht die Redetexte von Vertretern deutscher und internationaler Organisationen der Entwicklungszusammenarbeit.

1982, 123 S., 15,3 x 22,7 cm, Salesta brosch., 39,– DM
ISBN 3–7890–0776–5

Nomos Verlagsgesellschaft
Postfach 610 · 7570 Baden-Baden

Schriftenreihe der Deutschen Stiftung
für internationale Entwicklung (DSE)

Die zunehmende Reorientierung der arabischen Staaten auf die traditionelle islamische Gesetzgebung der Sharia und des Koran bringt Konsequenzen für die wirtschaftliche und besonders finanzwirtschaftliche Zusammenarbeit mit westlichen Staaten mit sich. Neue Modelle des Development Banking, die in der islamischen Wirtschaftspolitik entwickelt werden, müssen daher auf ihre Kompatibilität mit den wirtschaftlichen Vorstellungen der westlichen Partner untersucht werden. Besonders die im Koran ausgedrückte Ächtung des Zinses (des Zinswuchers) erschwert traditionellen arabischen Banken die Anlage in westlichen Kreditinstituten oder kommerziell kalkulierten Entwicklungsprojekten. Die Beteiligungsfinanzierung wird dagegen vom Koran ausdrücklich befürwortet. Möglichkeiten und Grenzen der islamischen Beteiligungsfinanzierung in westlichen Kreditinstituten oder ökonomisch kalkulierten Entwicklungsprojekten werden in dem vorliegenden Bericht diskutiert. Eine spezifische Konzeption einer islamischen Wirtschaftstheorie befindet sich noch in ihrer Entwicklung. Die Idee des zinsfreien Kreditgeschäfts erweist sich dagegen als zusätzliche komplementäre Ergänzung der bisherigen Konzepte der Entwicklungsfinanzierung. Mit einer ausgewählten Bibliographie zum Thema »Islamic Banking« werden Anregungen und Möglichkeiten zur weiteren Vertiefung geboten.

Nomos Verlagsgesellschaft
Postfach 610 · 7570 Baden-Baden

Handbuch für Internationale Zusammenarbeit

Sammlung wichtiger Dokumente und Daten der Zusammenarbeit auf den Gebieten:
Entwicklungspolitik – Auswärtige Kulturbeziehungen – Internationale Wissenschaftsbeziehungen

Herausgeber: Vereinigung für internationale Zusammenarbeit (VIZ)

- Alexander von Humboldt-Stiftung
- Carl Duisberg Gesellschaft
- Deutsche Stiftung für internationale Entwicklung
- Deutscher Akademischer Austauschdienst
- Deutscher Entwicklungsdienst
- Goethe-Institut
- Institut für Auslandsbeziehungen
- Inter Nationes

Beirat

Der Redaktion des Handbuches steht ein Beirat zur Seite, der sie in Vollversammlungen und Arbeitsgruppen berät und laufend mit Material und Hinweisen versorgt. Ihm gehören Institutionen aus den Bereichen Entwicklungspolitik, Beruflicher Austausch, Kulturaustausch, Gesellschaftspolitik, Wissenschaftsbeziehungen, Jugend- und Erwachsenenbildung, Schule und Tourismus an.

Koordinator: Dr. D. Danckwortt, Bonn

Redaktion: Norbert Wasserhess, Bonn

Die Bundesrepublik Deutschland hat sich in besonderem Maße verpflichtet, einen Beitrag zur weltweiten Friedenspolitik zu leisten. Auch wirtschaftlich ist sie mit ihrem Export in starkem Maße von einer vertrauensvollen Zusammenarbeit mit dem Ausland abhängig. Basis dieser Kooperation ist eine ausreichende Kenntnis der Entwicklung in Europa und anderen Erdteilen und über die Bedingungen und Möglichkeiten der Zusammenarbeit mit anderen Ländern.
Besonders in den Entwicklungsländern Afrikas, Asiens und Lateinamerikas ist diese Zusammenarbeit und ihre Bedingungen einem raschen Wandel unterworfen. Das Handbuch widmet deshalb den Ländern in Übersee seine besondere Aufmerksamkeit. Nur die Loseblatt-Form ermöglicht es, ständig aktuell zu bleiben und neue Daten gegen alte auszutauschen.
Entwicklungspolitik, Kulturbeziehungen und Wissenschaftskontakte stellen für die Herausgeber des Handbuches, die in allen drei Bereichen tätig sind, eine Einheit dar, die immer enger wird. Auf der anderen Seite ist dieses Gesamtgebiet so groß, daß es Aufgabe des Handbuches ist, aus der Überfülle der anfallenden Informationen eine fachkundige Auswahl zu treffen und dem Leser durch eine übersichtliche Gliederung zu ermöglichen, die Einzelinformation schnell zu finden und einzuordnen.
Der Umfang des Handbuches ermöglicht es, alle Formen der Zusammenarbeit der wichtigsten staatlichen und privaten Institutionen auf nationaler und internationaler Ebene zu behandeln.

Auskunftsdienst

Ein Auskunftsdienst der Herausgeber steht den Beziehern des Handbuches kostenlos zur Verfügung, sofern die im Handbuch enthaltenen Informationen für eine spezielle Frage nicht ausreichen.

12 Ordner mit ca. 15 000 Seiten

Grundwerk inklusive Ordner, mit allen zum Zeitpunkt der Bestellung erschienenen und eingeordneten Lieferungen 180,– DM

Ergänzungslieferungen erscheinen je nach Bedarf (ca. 8 Lieferungen p. a.) je Druckbogen (à 16 Seiten) 2,60 DM

Der Inhalt

I. Die Länder

Allgemeine länderkundliche Übersicht, Hinweise auf weitere Informationsquellen, bilaterale Institutionen für die Zusammenarbeit, Dokumente der Entwicklungs-, Kultur- und Wissenschaftspolitik des Landes und seiner internationalen Beziehungen, Statistiken, Verträge, Abkommen, Einführende und weiterführende Literatur.

II. Die Internationale Zusammenarbeit der Bundesrepublik Deutschland

- Allgemeines, Institutionenregister, Literatur
- Bereich wirtschaftliche und soziale Entwicklung
- Bereich Bildungswesen und Medien
- Bereich Hochschulen, Wissenschaft und Forschung
- Andere Bereiche (Kirchen, Gewerkschaften, Wirtschaftsverbände, Ausländische Arbeitnehmer, Humanitäre Hilfe, Jugend, Frauen, Sport, Stadtepartnerschaften).

III. Supranationale und Multilaterale Zusammenarbeit

- Das System der Vereinten Nationen
- Europäische Zusammenarbeit
- Außereuropäische regionale Zusammenarbeit
- Nichtregionale internationale Zusammenarbeit
- Nichtstaatliche internationale Zusammenarbeit

Weitere Angebote:

Informationsdienst AUSTAUSCH
Schriftenreihe zum HIZ
Sonderdruckservice

Bitte fordern Sie die entsprechenden Prospekte im Verlag an.

Bitte lassen Sie sich das Werk von Ihrem Buchhändler oder von uns für zwei Wochen zur Ansicht senden.

Nomos Verlagsgesellschaft

Waldseestraße 3–5, Postfach 610, 7570 Baden-Baden